

OAKLAND BASE REUSE AUTHORITY

NMCO FINAL REUSE PLAN

Errata Sheet

Clarification to Existing Language in NMCO Final Reuse Plan

Please note that subsequent to the submission of the NMCO Final Reuse Plan, OBRA has replaced the text in Chapter XI, "Environmental Impact Statement/Environmental Impact Report (EIS/EIR), pages 75-77 with the following language:

The Navy and the City of Oakland have prepared a joint Draft EIS/EIR for the property disposal and subsequent community reuse of Naval Medical Center, Oakland. The EIS/EIR identifies potentially significant environmental impacts and mitigation measures associated with the Navy property disposal and subsequent community reuse. Upon completion of the EIS/EIR, the Navy will issue a National Environmental Policy Act Record of Decision (ROD) detailing its decision regarding the property disposal.

For additional information on this errata, please contact Mr. Mel Blair, OBRA Senior Planner, at (510) 238-6908.

Sincerely,



PAUL S. NAHM
Executive Director

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CORRECTIONS*

OAKLAND BASE REUSE AUTHORITY (OBRA)

NAVAL MEDICAL CENTER, OAKLAND DRAFT FINAL REUSE PLAN

**Please note the following corrections in your review of the NMCO Draft Final Reuse Plan. These corrections and any necessary grammar, spelling, or syntax corrections will be made to the Final Reuse Plan prior to final submission to the U.S. Department of Defense.*

Executive Summary

- Page i:** States that "there are six primary land use components". This is correct, however, only five components are listed in the Executive Summary. The sixth is the Public Benefit Conveyance (PBC) component. Details on this component are provided on pages 20-25. This correction will be made in Final Reuse Plan document.
- Page ii:** States "The Collaborative will receive this sum on official closure of this, scheduled for September, 1996." This should be changed to reflect that it is proposed that the sum will be paid within 30 days of Department of Defense approval of the NMCO Reuse Plan. A correct reference to this date is provided on page 27 of the document. This correction will be made in Final Reuse Plan document.
- Page 21:** States "The ball fields will be located between the creek and Building 505." This should be corrected to state "the ball fields will be located off of the Keller Avenue entrance. Correction will be made in Final Reuse Plan document.

NAVAL MEDICAL CENTER, OAKLAND (NMCO)

DRAFT FINAL REUSE PLAN

Prepared and Submitted by:

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This study was prepared by the Oakland Base Reuse Authority with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Oakland Base Reuse Authority (OBRA) and does not necessarily reflect the views of the Office of Economic Adjustment.

NMCO FINAL REUSE PLAN

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DRAFT FINAL REUSE PLAN NAVAL MEDICAL CENTER, OAKLAND (NMCO)

Executive Summary

Through three years of active, innovative collaboration, countless stakeholders have contributed to the development of this document: the Naval Medical Center, Oakland (NMCO) Draft Final Reuse Plan.

On March 27, 1995, a Joint Powers Authority (JPA) was executed between the City of Oakland, the City of Oakland Redevelopment Agency, and the County of Alameda which created the Oakland Base Reuse Authority (OBRA). Pursuant to this agreement, these parties made OBRA the local redevelopment authority (LRA) responsible for reuse planning for all closing military installations within the City of Oakland. The primary goal of the OBRA, established by President Clinton and the Department of Defense (DOD), is to develop a plan for reuse of Naval Medical Center, Oakland, in recognition of the relationship of the site to the surrounding community with a focus on economic development and job creation. Whatever plan is developed should address the impact of job losses to the community upon the closure of the installation.

The achievement of these goals is represented in the Naval Medical Center, Oakland (NMCO) Draft Final Reuse Plan. The Plan creates a vibrant and economically viable community in the Oakland hills, with market rate housing adjacent to golf and recreational facilities and corporate and commercial activities. As any modern development project must have the flexibility to respond to market conditions and opportunities, the Plan contains such flexibility. Furthermore, the NMCO Draft Final Plan projects 613-646 new permanent employment opportunities and the proposed uses at the site are projected to generate new revenue to the City of Oakland in excess of \$1 million per year.

There are six primary land use components of the Reuse Plan. The six primary components of the Reuse Plan are:

- **Residential/Golf Course:** Given the constraints of the site, the Residential/Golf Course use proves well-suited to the surrounding residential neighborhoods while enhancing the attractiveness of the site to corporate and commercial users. Beautiful new housing will surround the nine-hole executive golf course, in areas which take advantage of the sites riparian corridor and vistas. The residential development will include a mix of new housing that will appeal to a variety of home buyers by offering a range of pricing. A challenging nine hole executive golf course will address the high demand for golf courses in the market area.

- **Driving Range/Clubhouse:** A new, state of the art driving range will make the site even more appealing to the vast Bay Area golf market, while the state of the art facility will also include practice greens, power golf cart availability, golf club and equipment rental, a club house which provides food and beverages, and a pro shop selling retail merchandise.
- **Mixed Use Area:** The Mixed Use Area plays a critical role in the overall economic development of the site by providing an outstanding blend of job creation and social and cultural benefits to the local and regional community. Within this area will be a corporate campus, modeled after the successful campuses in the Bay Area which have provided an outstanding means for job creation throughout the region; neighborhood commercial uses, medium-density residential uses, and the driving range described earlier. Sea West Federal Credit Union, which serves 10,000 members, will remain at the site. The City of Oakland Museum, City of Oakland Parks and Recreation, Seneca Center, and United Indian Nations (UIN) are the four Public Benefit Conveyance applicants approved by OBRA to be in the Plan. These uses, described in detail later, will provide significant job creation and provide have outstanding cultural, social, and environmental value.
- **Open Space and Active Recreation:** Open space and active recreation are important elements of the Plan. A unique site in its vast slopes and pristine natural setting, NMCO provides the opportunity for the critical retention of natural resources, while also providing recreational benefit to the broader community. Pedestrian trails will link the site to the Leona Regional Open Space. The active recreation facilities which include the swimming pool and new ball fields and tennis courts, will provide desperately-needed recreation opportunities for the City of Oakland and the region. The City of Oakland Parks and Recreation Department will manage and operate the open space and the active recreation amenities. Historic Club Knoll will be maintained by Oakland Parks and Recreation for access by the community, addressing a particular community concern about the maintenance of this historic landmark.
- **Homeless Assistance Component:** As mandated by the Base Closure and Homeless Assistance Act of 1994 and the interim federal regulations, OBRA has addressed the needs of the homeless and balanced those needs with the economic development needs of the community. Through an innovative process of public negotiations, an agreement was reached between the OBRA and the Alameda County Base Conversion Homeless Collaborative which embodies a combination of funding, services, and activities. The Homeless Collaborative will receive a guaranteed sum of \$2 million in lieu of conveyance of surplus property at NMCO. The Collaborative will receive this sum on official closure of the site, scheduled for September, 1996. The City will attempt to recoup this sum through the sale of 18 officer housing units at NMCO. These units consist of nine single family homes on Santa Cruz Street and nine single family homes on Barcelona Street. The City will only be reimbursed for carrying costs and incidental expenses. Any profits

from the sale will also be given to the Homeless Collaborative. This component is addressed in more detail later in this document.

This document is separated into three sections. In the Section I, titled "*Naval Medical Center, Oakland Reuse Plan*", these six components of the Plan will be addressed in order, with a focus on (1) the conceptual development of each component, (2) a description of each component's market characteristics, and (3) details on projected new employment and revenue generated by the land use component (where relevant).

In Section II, titled "*Procedural Development of Naval Medical Center, Oakland Reuse Plan*", the process by which the Plan was developed will be comprehensively detailed. Finally, in Section III, titled "*Naval Medical Center, Oakland Studies and Analysis*", background is given regarding critical site issues, such as seismic and environmental issues, while also providing a summary of issues surrounding implementation of the Plan.

Under the Reuse Plan, a number of organizations within the Alameda County health care community that provide a continuum of care to the homeless and indigent population will receive property under the Homeless Assistance Act. These organizations include the Alameda County Health Care Services Agency, La Clinica De La Raza, Over 60 Health Center, The Solid Foundation, Valley Community Health Center, C.U.R.A., Native American Health Center, Berkeley Primary Care Access Clinic, Asian Health Services, Highland Hospital, Berkeley Free Clinic, Children's Hospital, Center for Elders Independence, and Tri-City Health Center.

Furthermore, the Plan outlines existing buildings and structures proposed for reuse requested through the Public Benefit Conveyance component of the Plan. These buildings include Buildings 101, 505, 131, and 69, the helipad, the swimming pool, and Club Knoll. Sea West Federal Credit Union, a current tenant, will remain on the site in its current location and will purchase its 1.5 acre site directly from the Navy.

This document is the result of an unprecedented amount of community involvement and consensus among a broad range of stakeholders whose interests may frequently conflict. It was developed at the direction of OBRA members and staff and input from the OBRA Community Advisory Group (CAG) and its four subcommittees: Employment and Social Impacts, Housing and Homeless, Land Use, and Legislation and Finance. The Plan reflects countless hours and commitment of citizens throughout the City of Oakland and the region. It is the belief of the Oakland Base Reuse Authority that this Plan provides a benchmark for community-based planning efforts for conversion of military installations to civilian reuse, particularly in communities where the level of involvement and need for consensus among many individual constituents and community groups is only exceeded by a greater need to effectively remedy the devastating economic, social, and environmental impacts of base closures.

The NMCO Reuse Plan could not have been completed without outstanding contributions from the following individuals and organizations listed below:

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Employment and Social Impacts Committee

Ms. Gay Plair-Cobb, Chair

Land Reuse Committee

Mr. Frank Dobson, Chair

Finance and Legislation Committee

Ms. Susan Smartt, Chair

From its creation, the East Bay Conversion and Reinvestment Commission (EBCRC) has greatly assisted OBRA's efforts in ways too numerous to mention. OBRA would like to express its sincere appreciation to the staff of this organization. OBRA looks forward to a continuing successful working relationship with the EBCRC.

The NMCO Reuse Plan was funded by the Office of Economic Adjustment (OEA), Department of Defense. The OBRA would like to express appreciation to the following OEA staff members who assisted in the development of this plan:

Mark Braly
Project Manager

Anthony Gallegos
Director, Western Region

OBRA would also like to thank the Offices of the City of Oakland, the County of Alameda, and the Redevelopment Agency of the City of Oakland. The individual contributions within these Offices are too numerous to mention.

Finally, OBRA would like to express its most sincere appreciation to all of the individuals not mentioned who devoted their time and resources to the reuse planning process in Oakland. Without these individuals, this plan would not have been developed.

Section I. Naval Medical Center, Oakland Draft Final Reuse Plan

I. Land Use Components

Introduction

The purpose of this section is to describe the overall land use development concept for the reuse and redevelopment of Naval Medical Center, Oakland.

Naval Medical Center, Oakland ("NMCO") is located in the South Oakland hills and is surrounded by residential neighborhoods. The land use development concept of this plan recognizes the relationship of the NMCO site to the surrounding community, balanced with the need for economic development and job creation.

The NMCO Draft Final Reuse Plan land use concept was also developed based on the following primary considerations:

- existing site features and facilities
- current market and economic conditions
- community needs and preferences

This conceptual plan is presented in terms of dominant reuse themes for the site, with a summary of the land use areas and definitions of the primary land use categories.

Overall Land Use Development Summary

The NMCO Draft Final Reuse Plan creates a vibrant, economically viable, and physically appealing living and working small-scale community in the Oakland Hills. In doing so, the Plan meets existing community needs while producing minimal effects on the natural environment and surrounding residential community.

Redevelopment of the site will provide for a balance of economically viable uses, including new market rate housing adjacent to golf and recreational facilities, corporate offices, neighborhood commercial activities, and supporting community service uses. The principles governing these land uses were to reinforce the community's expressed goals for the site, from a land use, site sensitive, and economic development perspective, and to maintain the flexibility to respond to market conditions and opportunities.

The six primary components that are provided for in the Draft Final Reuse Plan are:

1. Residential/Golf Course Component
2. Driving Range/Clubhouse Component
3. Mixed Use Component
4. Open Space/Active Recreation Component
5. Public Benefit Conveyance (PBC) Component
6. Homeless Assistance Component

In the following section, entitled "Naval Medical Center, Oakland Draft Final Reuse Plan Components", these six components will be addressed in order.

II. Naval Medical Center, Oakland: Reuse Plan Components

A. Residential/Golf Course Component

1.0 Introduction

The Residential/Golf Course component of the Reuse Plan will be an attractive amenity to the City of Oakland which is both compatible to the surrounding community and is consistent with the site's earliest history as a golf course. Of the 183 acres available for reuse, OBRA has approved 86 acres for residential/golf component of the Plan. The NMCO site is an ideal setting for this component. The sloped natural setting has creeks which provide natural corridors through the site, with lush vegetation and wildlife throughout the area. The natural characteristics of the site, which have a paramount impact on the potential uses at the site, will be described in detail in Section III of this document, entitled Prevailing Trends and Conditions.

Given the land constraints at the site, coupled with the need to generate revenue and the need to create jobs, the OBRA directed the consultant team to explore the potential for a golf course at the NMCO site. Consequently, the consultant team developed a golf course use and found through an economic analysis of this proposed use that the golf course will address an existing market for golf in the market area. At the direction of OBRA, the consultant team met with representatives from City staff, master developers, golf course architects and developers, and commercial and industrial real estate brokers to solicit their expertise in developing this component of the Plan.

1.1 Conceptual Development of Residential/Golf Course Component

Residential development, which will serve as a transition to adjacent surrounding neighborhoods and enhance the attractiveness of the site to business uses, is a major feature of the Draft Final Reuse Plan. The proposed residential area is located east of Rifle Range Creek and up to the wooded hillsides, respecting the extreme slopes of the Oakland hills. Housing sites will front on a proposed nine hole golf course, and will take advantage of the site amenities such as the riparian corridor and existing views.

Residential development will include a mix of new housing that will appeal to a variety of home buyers by offering a range of pricing for market rate housing. A variety of residential building types is anticipated for the site, including single-family detached dwellings, town houses and medium-density development. Housing value will be enhanced by the location and natural beauty of the site and by development of a golf course.

A public executive nine hole golf course is the primary land use component of the Reuse Plan. An executive nine hole golf course is shorter in length than a regular golf course but longer than a golf course that has all par three holes. Executive golf courses combine par 3 holes, par 4 holes and possibly a par 5 hole. From a golfing perspective, the proposed course would be considered more challenging than a par 3 course but not as difficult as an eighteen hole golf course.

The proposed golf course would be a state of the art facility. Amenities will likely include practice greens, power golf carts, equipment rental, food and beverage availability, and a clubhouse with a pro shop that sells golf-related merchandise. Golf lessons will also be offered.

Furthermore, members of the Oakland community have come forward and expressed interest in bringing youth from the broader community to the site to gain access to the proposed golf course. There are existing programs which offer Oakland youth the opportunity to develop golf and caddying skills, and golf management skills.

1.2 Residential Market Conditions

At an October 21, 1995 charette,¹ a number of residential developers expressed that the NMCO site had immediate residential development potential. The developers indicated that residential development should occur as soon as possible, and that this would create a

¹ Defined as type of planning meeting where professional developers review plans and provide "reality check" from development perspective.

catalyst for other site development. Because of the attractive site features (access to freeways, location in the East Bay, and the beauty of the site), many developers expressed that the City has an excellent opportunity to develop a new residential community that would enhance the existing neighboring property values. Residential units would range from townhouses with attached garden units to single family homes ranging in price from \$175,000 to \$300,000.

The residential development is critical in addressing a housing need in Oakland. This development will also stimulate new development in the Mixed Use Area that will provide new long term employment opportunities and additional revenue to the City. Finally, the development of the residential component will create a significant number of short-term employment opportunities, in areas such as construction, landscaping, security, engineering, and other development-related types of employment.

1.3 Golf Market Conditions and Economic Analysis

At the direction of OBRA, the consultant discussed a possible golf course at the NMCO site with golf course developers and architects and conducted an extensive review of market studies. These efforts yielded the following themes which illustrate the economic viability and existing demand for a golf course at the site²:

- Golfers in the Bay Area often drive 45 minutes or more to play on public golf courses.
- The market area for a golf course at the NMCO site includes a major portion of the Bay Area, including Alameda County cities of Alameda, Albany, Berkeley, Dublin, Emeryville, Hayward, Oakland, Piedmont, San Leandro, Union City, Ashland, Castro Valley and San Lorenzo. Cities in Contra Costa County include Concord, El Cerrito, Walnut Creek, Orinda, Pleasant Hill, Lafayette, Danville, San Ramon and Moraga. The market area also includes the northeast portion of San Francisco.
- Population in the market area is 1,525,700. With golfers making up approximately 12.5% of the population, potential golfers in the market area total approximately 190,710.

²

Statistics from Economic Research Associates, "City of Hayward Golf Course Market Area and Socio-economic Characteristics", Operational Analysis, City of Oakland Montclair Golf Course, August 1995, and The Complete Guide to California Golf, 1996-1997

- The current unmet demand for public golf course rounds in the Bay Area is estimated to be 813,900 rounds.
- The market area for a nine hole golf facility normally encompasses an area within a 30 minute drive from the course, and the market area includes 34 operating golf facilities.
- Research estimates that the market area will continue to be undersupplied with public golf courses and that sufficient demand will exist in the market area to support between 10 and 13 additional eighteen hole public golf courses in 1999.

As Chart 1.0 illustrates, the active status of the City public golf courses is limited. There are three public golf courses and two private golf courses in the City of Oakland, and only one operating nine hole course. Based upon the high level of existing demand for golf courses in the market area, the existing City courses do not meet existing demand.

Chart 1.0
OAKLAND GOLF COURSES

Course	Public/Private, # Holes	Fees	Annual Rounds Played	Status
Lake Chabot	Public, 18 hole	\$12 weekdays \$15 weekdays* \$17 weekends \$20 weekends*	80,000 rds.	Active. \$3 million proposed improvements, including 50-60 lit driving range stalls and general improvements.
Lew Galbraith	Public, 18 hole	n/a (course closed)	n/a (closed)	Closed. Scheduled to reopen in 5-7 yrs. Driving range is open.
Montclair	Public, 9 hole	\$2.50 weekdays \$3 weekends	20,000 rds.	Active. New operating agreement due in August, 1996.
Claremont Country Club	Private, 18 hole	Guest Fees: \$30 weekdays \$35 weekends \$36 golf carts	30,000 rds.	Active. Guests must be accompanied by member.
Sequoyah Country Club	Private, 18 hole	Guest Fees: \$55 weekdays \$65 weekends	30,000 rds.	Active. Guests must be accompanied by member.

* Indicates Fees for non-Oakland residents

From ongoing conversations with golf course operators in the market area, the consultant team also found that most public courses in the market area are at or near capacity, and are unable to accommodate the existing demand. Because courses are so crowded and tee-times are difficult to get, many potential golfers are not playing any golf in the area and others are playing fewer rounds than they otherwise would. Increases in public play in the market area are currently limited primarily by supply constraint, rather than by demand.

To determine the projected capture rate of golf rounds played at the proposed facility, the consultant team used several sources. The Montclair Golf Course Study, one such source, estimates 28,900 golfers within a 10 mile radius of the Montclair Golf course, an existing public course within the City of Oakland. It is estimated that California golfers average 18.7 rounds of golf per year which equals 540,430 rounds of golf played by golfers within a 10 mile radius of Montclair.³ The proposed facility capture rate is 55,000 rounds, or 10% of the total rounds played in the market area.

Chart 2.0
GOLFING MARKET AREA CAPTURE RATE

Market Area Radius	Number of Golfers	Avg. Annual Rounds Played in Market Area	Potential Annual Capture Rate	Potential Green Fees and Cart Fees ⁴
10 miles	28,900	540,430 rds.	55,000 rds.	Green Fees: \$12-15 Cart Fees: \$9-11

Clearly, based upon this summary of the Golf Course Economic Analysis Report prepared by the consultant, a market exists for a golf course at the former NMCO site, which would contribute greatly to the economic viability of the site while enhancing the quality of life for Oakland residents.

³ Economics Research Associates, "City of Hayward Golf Course Market Area and Socio-Economic Characteristics"

⁴ Operational Analysis, City of Oakland Montclair Golf Course, August, 1995; The Complete Guide to California Golf, 1996-1997, and interviews with golf developers

1.4 New Employment Opportunities and Revenue Generation: Residential/Golf Course Component

A primary goal of the reuse planning process is to create new employment opportunities. Although the Mixed Use area is the primary use for generating new employment opportunities, a new housing development and golf course will nonetheless have a conspicuous impact on short term employment levels associated with construction, and create between 11 and 19 new long term employment opportunities. Chart 3.0 provides more information on new employment opportunities generated by these uses. As the Chart illustrates, there are both long and short term new employment opportunities associated with new golf course and residential development.

Chart 3.0
Projected New Employment Opportunities
RESIDENTIAL/GOLF COURSE COMPONENT

Use/Length of Employment	Number of New Employment Opportunities	Type of Employment Opportunities
Residential (Short Term Jobs)	350	General Construction, Architects, Landscapers, Maintenance, Carpenters, Painters, Engineers, etc.
Residential (Long Term Jobs)	6	Maintenance, Groundskeepers, Security
Golf Course (Short Term Jobs)	n/a	No figures available, but numerous anticipated construction jobs
Golf Course (Long Term Jobs)	5-13	Instructors, Concessionaire Employees, Administrative, Groundskeepers
TOTAL Long Term Jobs	11-19	Instructors, Concessionaire Employees, Administrative, Groundskeepers

In addition, this development will also provide a significant anticipated increase in revenue to the City of Oakland associated with the residential/golf course development. As Charts 4.0 and 5.0 detail more comprehensively, projected revenues generated from the executive nine hole golf course would include green fees and revenues from cart rentals, pro shop sales, and food and beverage sales.

To determine potential revenues generated to the City, the consultant team utilized accepted industry standards between municipalities and golf facilities operators, conducted interviews with the City of Oakland Office of Parks and Recreation (OPR) staff, and a concessionaire currently under lease with OPR.

CHART 4.0
PROJECTED SOURCES OF REVENUE:
GOLF COURSE COMPONENT

Source of Revenue	Number of Rnds. Projected	Fees	Total Revenue
Green Fees	55,000	\$12-15	\$660,000-825,000
Carts ⁵	55,000	\$9-11	\$495,000-605,000
Food and Beverage ⁶	n/a	n/a	\$408,600
Pro-Shop ⁷	n/a	n/a	\$189,000
TOTAL:			\$1,752,600-\$2,027,600

Under the proposed Reuse Plan, OPR will own the golf course facility and lease it to a concessionaire with strong golf course and driving range experience. OPR has indicated lease agreements at the proposed facility would include maintenance clauses and the City of Oakland would receive 8% to 12% of total gross revenues from the executive nine hole facility. The figures in Chart 5.0 utilize this 8% to 12% range to project the amount of revenue generated by the proposed golf course.

⁵ Assumes a cart would be required.

⁶ Operational Analysis, City of Oakland Montclair Golf Course, August, 1995

⁷ Operational Analysis, City of Oakland Montclair Golf Course, August, 1995

CHART 5.0
PROJECTED REVENUE GENERATION
GOLF COURSE COMPONENT

Source of Revenue	Projected Gross Revenue	Projected Revenue Generated to the City (8 -12% of total revenue)
Green Fees	\$606,000 - 825,000	\$52,800 - 99,000
Carts	\$495,000 - 605,000	\$39,600 - 72,600
Food and Beverage	\$408,600	\$32,700 - 49,000
Pro Shop	\$189,000	\$15,100 - 22,700
Total Revenue	\$1,752,600 - \$2,027,600	\$140,208 - \$243,300

Furthermore, it is foreseeable that the residential development will increase the City of Oakland's tax base, guaranteeing a stable source of revenue to the City of Oakland. This additional funding source will offer the opportunity for the training and hiring of City employees and the increase of services to the area, while also potentially increasing the pool of salary funds for organizations who receive all or partial funding from the City who would not otherwise have available funding to employ community residents. In so doing, there is a potential for further indirect new employment opportunities as a consequence of the new residential component.

B. Driving Range/Clubhouse Component

2.0 Introduction

At the direction of the OBRA, the consultant team conducted research on the economic viability of a golf course without a driving range, and found that while a golf course at this site will generate revenue and new employment opportunities, the primary revenue-generating activity associated with a golf course is a driving range. Herein lies a fantastic opportunity for the OBRA to offset the impact of the NMCO closure with a use that creates substantial new employment opportunities and generates revenue: a modern, state of the art driving range and clubhouse.

The decision to include a driving range in the NMCO Reuse Plan was driven by discussions with golf course experts, developers, and architects, studies of successful facilities both within and outside the market area, and the consultant's economic analysis of the feasibility of a driving range at the NMCO site. The results

of this research are detailed in Part 2.1, entitled "Driving Range Market Conditions".

2.1 Driving Range Market Conditions

The consultant team found through their research that the driving range is a critical component in the development of the nine hole golf course at the site, as courses with a driving range are more attractive to golfers. In fact, a driving range is an integral element for any golf course, but particularly a nine hole executive course, because a nine hole golf course and driving range complement each other, while an eighteen hole course is more marketable as a stand-alone facility. A driving range generates 40% of the revenue at the combined facility. Based upon this analysis and continuing discussions with the City of Oakland Office of Parks and Recreation (OPR), it was determined that without the driving range, the proposed golf course is not viable. With the driving range, the Draft Final Reuse Plan presents a balanced source of revenue and new employment to the City and Oakland and recreational activities at the site.

As Chart 6.0 illustrates, research indicates the market area could support an additional seven driving ranges attached to golf courses. Chart 6.0 illustrates the economic viability of the driving range/clubhouse component of the Reuse Plan.

Chart 6.0
Driving Range Market⁸

Market Area	Population	% of Golfers	Number of Golfers
30 minutes (15 mile radius from site)	1,525,700	9.5%	145,800

To determine the "capture rate" of the driving range, the consultants utilized a market area which has a 15 mile radius or 30 minute driving time. The consultants found that there is demand for four stand-alone driving ranges. Currently two such ranges exist.

⁸ Economic Research Associates, "City of Hayward Golf Course Market Area and Socio-economic Characteristics", The Complete Guide to California Golf, 1996-1997

2.2 New Employment Opportunities and Revenue Generation: Driving Range/Clubhouse Component

Based upon conversations with the Manager of the City of Oakland Office of Parks and Recreation (OPR) who are familiar with employment statistics as they related to driving ranges the consultant projects the driving range component would create between 13 and 27 new long term employment opportunities. The range of projected jobs is due to the lack of a specific driving range development scheme existing at this time. Any projected new long term jobs, however, can be predicted with more certainty once a specific development scheme is designed. New jobs would include instructors, administrators and cashiers, maintenance employees and groundskeepers.

Chart 7.0
Driving Range/Clubhouse New Employment Opportunities⁹

Type of Use	Projected Number of Long Term Jobs
Driving Range	13 - 27 (variance depending on driving range specifications)
Club House	2 - 17 (variance depending on clubhouse specifications)
Total Number of New Long Term Jobs	15 - 44 (variance depending on driving range and clubhouse specifications)

⁹

Note: These figures do not include short term construction jobs which would arise as a result of this new development.

As Chart 8.0 illustrates, projected revenues generated from a driving range facility are approximately \$790,800 to \$910,800 with a variance attributable to a variance in annual revenues per stall. The sources of revenue will include golf practice and lessons.

Chart 8.0
Driving Range Revenue Generation¹⁰

Sources of Revenue	No. of Stalls	Annual Revenue Per Stall	Gross Revenue
Driving Practice	60	\$11,000 - 13,000	\$660,000 - 780,000
Lessons	n/a	n/a	\$130,800
Total Revenue			\$790,800 - 910,800

The City of Oakland is proposing to own this facility and to negotiate a lease that generates revenue to the City. As Chart 9.0 details, these projected figures would be based on a lease in which the City receives 20% - 30% of the gross revenues from the driving range activities.

CHART 9.0
CITY OF OAKLAND REVENUE PROJECTIONS
FROM PROPOSED DRIVING RANGE¹¹

Source of Revenue	Gross Revenue	Revenue Generated to the City (20-30% of gross revenue)
Driving Practice	\$660,000 - 780,000	\$132,000 - 234,000
Lessons	\$130,800	\$26,200 - 39,200
Total	\$790,800 - 910,800	\$158,200 - 273,200

¹⁰ Operational Analysis, City of Oakland, Montclair Golf Course, August, 1995

¹¹ Operational Analysis, City of Oakland Montclair Golf Course Study, 1995. Also note that these figures do not include potential clubhouse revenues. The consultant made no determination of potential clubhouse revenues.

As these figures show, the driving range component of the Reuse Plan will be a significant new asset to the City of Oakland, both in terms of new employment opportunities and revenue generation.

C. Mixed Use Area Component

3.0 Introduction

The third major component of the NMCO Draft Final Reuse Plan is the Mixed Use Area. The Mixed Use Area will provide for a considerable number of new employment opportunities and economic development. Of the 183 acres available for reuse at the site, the Mixed Use Area constitutes approximately 40 acres and will include a corporate campus, professional/corporate offices, a neighborhood commercial development, a medium density residential housing development, and a series of cultural, social, and community uses, including newly constructed ball fields. The Mixed Use Area will provide the land use flexibility that is needed to respond to changes in market conditions.

The Mixed Use area will offer a pleasant and varied experience for residents, site users, and employees as they enter and drive through the site along the eastern edge of the site. The main entrance serving the Mixed Use Area will be off of Keller Avenue. The Mixed Use Area will be segmented: one segment will feature commercial and corporate offices, with the commercial area designed to serve the neighborhood, containing specialty stores, restaurants, personal and business services, and potentially a supermarket and drug store; another segment, ascending up to gentle slopes to the west, will feature residential apartment dwellings. This will enable residents to take advantage of the scenic vistas looking back toward the creek, the tall knoll and the ridges beyond. This area could also be an ideal location for corporate office development if there is additional future market demand.

Finally, a third segment will be devoted to cultural, social, and community uses, which will include an Oakland Parks and Recreation Youth Center, a Seneca Center for Children campus and multipurpose service center, a United Indian Nations (UIN) cultural/educational museum, and a storage and display facility for the Oakland Museum's collection of priceless artifacts. Also within the Mixed Use Area will be newly built, lit ball fields, relocated from their present location in the southwest corner of the site.

3.1 Development of the Mixed Use Area Component

Nearing the end of the reuse planning process, staff and the consultants found there

were competing interests for the 40 acres the OBRA had set aside for the Mixed Use Area. The aggregate total of these competing interests came to 63 acres, which included potential retail and residential uses, office, corporate and commercial uses, a driving range, additional golf course acreage, and a number of Public Benefit Conveyance (PBC) applicants. At its March 11, 1996 meeting, the OBRA directed the OBRA staff and consultant team to balance these uses within the 40 acres set aside for Mixed Use. Furthermore, at its March 28, 1996 meeting, OBRA directed staff and the consultants to find space within the Mixed Use Area for ball fields, as OBRA found the current site of the ball fields an ideal location for the new driving range facility.

Pursuant to that direction, staff and the consultants conducted numerous meetings with developers, architects, remaining PBC applicants, and a number of City Departments, including Oakland Parks and Recreation, the Office of Planning and Building, and the Office of Housing and Neighborhood Development. In addition, staff and the consultants met with representatives from the East Bay Conversion and Reinvestment Commission (EBCRC) and County of Alameda to discuss the preparation of a balanced plan.

Given the competing interests, land constraints, community input, and the necessity of developing an economically viable plan, this final adjustment required a creative approach and a willingness to compromise by all stakeholders. In order to fit on the site and remain viable, each potential land use had to be adjusted to comply with the following key elements:

- Combining corporate campus, commercial, and medium residential development to allow for market-driven flexibility
- Requesting the PBC applicants to reduce their proposed acreage
- Keeping Sea-West Federal Credit Union within the area
- Relocating the existing baseball/soccer fields from the Active Recreation area to the Mixed Use Area
- Relocating tennis courts as an enhancement to proposed residential use

The following summarizes the designation of the 40 acre Mixed Use Area:

CHART 10.0
MIXED USE AREA DESIGNATED USES

Designated Use	Projected Acreage
Mixed Use (includes Corporate Campus, Medium Density Residential, Commercial, and New Ball fields)	28.75
Sea-West Federal Credit Union	1.5
Public Benefit Conveyance Applicants	9.75
TOTAL	40 acres

3.2 Mixed Use Area: Summary Descriptions

i. Corporate Campus

The Mixed Use Area includes a corporate campus which will contribute to quality new employment opportunities at the site and complement broader City of Oakland economic development goals. The portion of the site designated for this use is a campus-like environment, conducive to the prosperity of a potential corporate user. A new corporate tenant will add to a growing body of corporate residents for whom the City of Oakland is their principal place of business.

ii. Medium Density Residential

A medium density resident component will add to the tax base in the City and generate the type of long-term revenue that will contribute to the overall site and City development. There is also the opportunity for the development of new residential rental units. The advantage to the City would be that a developer could be willing to share a portion of the rental revenue generated by the development. The City would derive revenue not only from property tax but from the public/private partnership entered into with the developer.

iii. Commercial/Retail

Market studies have demonstrated an increased demand for commercial/retail in the area, which will generate additional new jobs for City residents and provide accessible

services to local residents. Such a commercial/retail use will generate sales and property tax revenue for the City. Market studies have shown a potential unmet market for commercial/retail in the area. Currently there are no neighborhood shopping centers or major supermarkets in the immediate vicinity of the site.

According to City of Oakland Office of Economic Development and Employment (OEDE) data, neighborhood commercial/retail centers account for 74% of total sales in the City of Oakland, and exceed the downtown sales in 1993 in the City of Oakland. The top neighborhood sales areas in Oakland include Piedmont Avenue, Chinatown, College Avenue, and Montclair Village centers.

The proposed commercial/retail would be a neighborhood commercial/retail center up to 100,000 square feet, ranging from 3-10 acres. Potential tenants may include a supermarket, drug store, book store, bank and coffee house. The Leona Quarry Retail Development is another proposed retail project within the study area. The proposed Leona Quarry development is a "big box" retail development and should not be viewed as direct competition to the proposed neighborhood commercial/retail at the NMCO site.

iv. Sea-West Federal Credit Union

Sea-West Federal Credit Union, a full service credit union which was built in 1975 and serves approximately 30,000 members, will purchase their 1.5 acre site (including parking) directly from the Navy for no less than fair market value. The credit union is able to purchase their existing site from the Navy based on *Disposition of Credit Union Facilities on Military Installations to Be Closed* which allows for credit unions and other financial institutions located on bases scheduled for closure to purchase their site.

v. City of Oakland: The Oakland Museum

The Oakland Museum proposes to utilize Building 505 and the adjoining parking lot to house priceless collections of museum artifacts, artwork, and natural history specimens which, under current conditions, are in jeopardy of being lost due to a lack of adequate storage space. These artifacts will contribute to the cultural, educational, and social benefit to Oakland's population and further add to the growing reputation of the City of Oakland as a unique and diverse center throughout the nation. This proposal represents approximately 1.5 acres.

vi. City of Oakland: Office of Parks and Recreation (OPR)

The City of Oakland Parks and Recreation Department (OPR) proposes a Youth Center in Building 131 and adjoining area for parking. Through numerous meetings with OPR,

it became evident that the City has a need for a dynamic Youth Center within the Oak Knoll vicinity, which OPR has proposed for the Mixed Use Area. This proposal represents approximately 1.5 acres.

vii. Seneca Center for Children

Seneca Center proposes a school and multi-service campus to provide special education, mental health, and support services for emotionally disabled children. The Seneca Center proposal includes the creation of 75 new jobs at the site and the relocation of 175 jobs from San Leandro. Seneca is requesting a parcel which includes Building 69, the Helipad, and limited adjoining acreage for new construction. This proposal represents approximately 6 acres.

viii. United Indian Nations (UIN)

United Indian Nation, Inc., has proposed the establishment of an American Indian Cultural and Education Center at the site, with a focus on educating Native Americans and all other cultures and ethnic groups on the history, culture, arts, crafts, and contributions of Native Americans locally, regionally, and nationally. UIN is requesting a parcel which includes Building 101 within the Mixed Use Area. This proposal represents approximately .75 acres.

ix. Newly Built Ball Fields

As OBRA has directed, the ball fields will be relocated to the Mixed Use Area. Based upon conversations with OPR staff, OBRA staff, and the consultant team, it was agreed that the most suitable location was to the right of the entrance off of Keller Avenue. Newly constructed ball fields would also have lights, with the light impact mitigated so as not to affect the neighborhood. Under the Plan, the ball fields will remain in their existing location until a site developer is retained and the developer enters into a development agreement stipulating the developer will assume the responsibility to build new ball fields with lights within the Mixed Use Area. Construction of the driving range would not take place until the completion of the ball field development.

3.3 New Employment Opportunities and Revenue Generation: Mixed Use Component

Chart 11.0 provides a detailed breakdown of projected new employment opportunities to result from uses within the Mixed Use Area. No short term employment opportunities are presented herein. It is probable that hundreds of jobs will be created during the development stages of the NMCO Mixed Use Area, in areas of construction,

landscaping, architecture, maintenance, security, engineering, carpentry, and other employment opportunities associated with large development projects. It is critical to consider these projected positions and the indirect jobs created through the generation of new revenue to the City and private organizations when evaluating the new employment potential and economic viability of the Mixed Use Area component.

CHART 11.0
MIXED USE AREA
LONG TERM NEW EMPLOYMENT OPPORTUNITIES

Type of Use	Type of Employment	Projected Number of Long Term Employment Opportunities
Medium Density Residential	Maintenance, groundskeepers, security	15
Commercial	Management, sales, administrative, security, maintenance	125
Corporate Campus	Administrative, clerical, maintenance, security, professional	325
Sea West Federal Credit Union	Administrative, clerical, professional, security, maintenance	40
Oakland Parks and Recreation (PBC)	Administration, activity directors, staff	6
United Indian Nations, Inc.	Administration, staff, maintenance	3
Seneca Center	Administration, staff, maintenance, security	75 (and relocating 175 jobs to Oakland from San Leandro)
Total Projected Long Term Jobs in Mixed Use Area:		589

D. Open Space/Active Recreation Component¹²

4.0 Introduction

Given the land use constraints of the site and the potential for active recreation, the Open Space and Active Recreation component of the Draft Final Reuse Plan is an important element of the NMCO Draft Final Reuse Plan. Throughout the reuse planning process, there was little disagreement among stakeholders as to the necessity and merit of this part of the Plan.

4.1 Development of Open Space Component

An open space component of the Reuse Plan will be a strong site amenity, given the natural, pristine site setting. The OBRA and Oakland community have demanded that significant protection be provided for the steep slopes, woodlands and natural grasslands. Visitors hiking on the pedestrian trails linking to the Leona Regional Open Space will also greatly enjoy and be able to appreciate the open space, which will also encompass three acres at the top of the ridge which may be set aside by OPR to conduct daytime activities for community use. Of the 183 acres available for Reuse at the site, the OBRA has set aside 37 acres for open space, not including the main creek which traverses the area set aside for the residential/golf course use.

Historically, three creeks have been important physical features of the site. Portions of these creeks are now located in culverts (concrete pipes) in the developed areas of the site. Rifle Range Creek and two intermittent creeks, Hospital Creek and Power House Creek, remain as significant natural corridors through the site. From discussions with hydrologists, the consultants concluded that to enhance the development potential at the site, creek restoration must take place at the site. Restoration activities would include exposing portions of Rifle Range Creek that run through an existing culvert. The culvert has to be dug up to be exposed, then it must be broken up, and then removed. The shape of the creek bed would have to be re-shaped through stabilization of the creek bed and landscaping the riparian corridor.

In developing a trail system through the site, the goal is to be able to link the site into the existing regional park and trail system and with the existing residential neighborhoods. The City of Oakland Office of Parks and Recreation will manage and operate the open space areas of the site.

¹²

An area with an "open space" delineation in the Draft Final Reuse Plan constitutes an area that is to remain undeveloped and free of buildings.

4.2 Development of Active Recreation Component

The Active Recreation component, which encompasses indoor facilities such as the swimming pool and Club Knoll and the outdoor facilities such as a newly developed golf course, driving range, and tennis courts will serve as an attraction for residential and commercial development. This component will unite the site, providing an amenity to those who live, work and come to recreate. The City of Oakland Office of Parks and Recreation (OPR) will manage and operate the active recreation amenities at the site. OPR has proposed establishing active recreation facilities at the site, which includes ball fields and tennis courts. They propose to own and operate Club Knoll and preserve it for community use and City-approved programs. The swimming pool will be a recreational assets for the community. The existing ball fields and tennis courts will require significant upgrade before they could be used in any on-going manner.

4.3 Relocation of Ball Fields and Tennis Courts

When it became clear that the driving range is an integral part of the proposed executive nine hole golf course, the location of the driving range presented a key land use constraint. According to golf course development experts, the most viable driving range would be built in a rectangular shape. A driving range must also be developed on a relatively flat parcel of land within close proximity to the first hole of the golf course and clubhouse. The clubhouse will serve both driving range and golf course customers. To fulfill these requirements and to fit the driving range within the 40 acres established by OBRA as the Mixed Use Area, it was determined that the best location for the driving range is where the existing ball fields and tennis courts are situated. The ball fields, as described in the Mixed Use Component description, would be rebuilt in the Mixed Use Area, while the existing tennis courts will be replaced and may be built within the residential development area, to remain open to the public. The relocation of these two features remain vital to the overall Active Recreation component of the Plan.

E. Public Benefit Conveyance (PBC) Component

5.0 Introduction

As residents, workers and visitors arrive at the Mountain Boulevard entrance to the former NMCO site, they will enter into a dynamic center for cultural and community uses. On 1.5 acres, the Oakland Office of Parks and Recreation will operate a youth center on the south side of the Mountain Boulevard entrance. On 1.5 acres, the Oakland Museum will use Building 505 to store priceless artifacts that are in their collection and also plans to have a limited showing of the collection. On .75 acres, United Indian Nations (UIN) will own and operate a cultural/educational center planned

in the Mixed Use Area. On 6 acres, Seneca Center for Children plans to build new facilities and to use Building 69 as headquarters and a campus for providing services to emotionally disabled children.

The Draft Final Reuse Plan also provides for a new baseball field and soccer field to be built. The fields will be dedicated to and operated by Oakland Parks and Recreation. The fields will be located between the creek and Building 505.

5.1 Public Benefit Conveyance Applicants Summary Descriptions

City of Oakland: The Oakland Museum

The Oakland Museum proposes to utilize Building 505 and the adjoining parking lot to house priceless collections of museum artifacts, artwork, and natural history specimens which, under current conditions, are in jeopardy of being lost due to a lack of adequate storage space. These artifacts will contribute to the cultural, educational, and social benefit to Oakland's populous and further add to the growing reputation of the City of Oakland as a unique and diverse center throughout the nation.

City of Oakland: Office of Parks and Recreation (OPR)

The City of Oakland Parks and Recreation Department (OPR) proposes a Youth Center in Building 131, and proposes establishing active recreation facilities at the site, which include ball fields and tennis courts. They also propose to own and operate Club Knoll and preserve it for community use and City-approved programs. The swimming pool will be a recreational asset for the community. OPR proposes to own and maintain the open space and trails.

Seneca Center for Children

Seneca Center proposes a school and multi-service campus to provide special education, mental health, and support services for emotionally disabled children. The Seneca Center proposal includes the creation of 75 new jobs at the site and the relocation of 175 jobs from San Leandro. Seneca is requesting a total of 6 acres including Building 69, the Helipad, and limited adjoining acreage for new construction.

United Indian Nations (UIN)

United Indian Nations, Inc., has proposed the establishment of an American Indian Cultural and Education Center at the site, with a focus on educating Native Americans and all other cultures and ethnic groups on the history, culture, arts, crafts, and

contributions of Native Americans locally, regionally, and nationally. OBRA has approved UIN's request for Building 101 and 3 acres in the open space area to be used for ceremonial grounds.

5.2 City of Oakland Sanitary Sewer and Storm Drain Systems Proposed Public Benefit Conveyance

OBRA has contacted the Department of Health and Human Services on behalf of the City of Oakland to express an interest to receive title to the sanitary sewer and storm drain systems at NMCO. The request for transfer of ownership will be through a Public Benefit Conveyance application.

On January 12, 1996, the City of Oakland entered into a contract as a contractor with J.A. Jones Management Services, Inc., whereby the City will operate and maintain the sanitary sewer system at NMCO until operational closure. J.A. Jones, Inc., and EFA-West were notified that the City of Oakland plans to take ownership of these two commodities through a PBC application.

5.3 New Employment Opportunities and Revenue Generation: Public Benefit Conveyance Component ¹³

As Chart 12.0 and the PBC Summary Descriptions section summarize, the proposed public benefit conveyances are projected to create at least 86 new employment opportunities, in addition to the relocation of 175 jobs from San Leandro to Oakland. The inclusion of these public benefit conveyance applicants into the Reuse Plan represents a significant means of offsetting the loss of employment as a result of the NMCO closure.

CHART 12.0
MIXED USE AREA PBC ACREAGE ALLOCATION AND
LONG TERM NEW EMPLOYMENT OPPORTUNITIES

PBC Applicant (in 40 acre Mixed Use Area)	Recommended Acreage Estimates and Location	Projected New Employment Opportunities
City of Oakland Museum	1.5 acres (Bldg. 505 and adjoining parking area)	2
City of Oakland Parks and Recreation (a)	1.5 acres for Youth Center in Bldg. 133 and adjoining parking	6
Seneca Center (b)	6 acres (Bldg. 69, the helipad, and limited adjoining acreage for new construction)	75 (plus relocation of 175 jobs from San Leandro)
United Indian Nations (UIN)	.75 acres (Bldg. 101)*	3
TOTAL :	9.75 acres	86 new jobs (plus relocation of 175 jobs from San Leandro)
(a) Does not include 5 acres for ballfields or tennis courts (designated for residential area)		
(b) Does not include 3 acres set aside in Open Space Area for ceremonial grounds		

¹³

No figures have been presented for revenue to the City of Oakland generated by the listed public benefit conveyances because at this time, projected revenue cannot be calculated with reasonable accuracy.

5.4 PBC Development

From July 1, 1995 to November 1, 1995 OBRA distributed approximately 4,000 notices announcing the Public Benefit Conveyance (PBC) process and deadline. The following provides a chronological review of the public notice and activities used to conduct outreach for the Public Benefit Conveyance application process:

- Summer, 1995: OBRA sent 350 notices to targeted homeless service providers and community organizations announcing the Homeless/PBC screening period. The mailing list used was compiled by the City of Oakland's Office of Health and Human Services.
- September 29, 1995: OBRA sent 1,500 notices announcing the extension of the PBC deadline and providing the application requirements packet. The mailing lists came from two sources: Oakland-based International Business Services (which provided information on 1,200 organizations from around the San Francisco Bay Area) and the Oakland-based National Law and Economic Development Center (provided information on 300 organizations in Alameda County). In addition, mailings were sent to other groups who expressed interest in receiving PBC applications.
- October, 1995, OBRA sent out another mass mailing to announce the review meetings for PBC proposals. Mailout sent to approximately 1,700 individuals and groups in Alameda County. Using the City of Oakland's Office of Housing and Neighborhood Development's mailouts to all Community Development Block Grant Districts in the city, approximately another 900 notices were distributed. In addition, the East Bay Conversion and Reinvestment Commission included the notice in their regular mailout announcing the next general EBCRC meeting and 200 fliers were distributed at a Town Hall meeting held by OBRA board member and District 6 Councilmember Nate Miley.
- October 18, 1995 OBRA staff coordinated a meeting of all potential PBC applicants to become familiar with the PBC process and timetable.
- November 15: PBC deadline -- OBRA staff received 13 applications. Formal technical review of all PBC applicants began following the receipt of the applications. A Technical Review Team was established to review the applications.

5.5 PBC Technical Review Team Process

Over the course of several months, the PBC Technical Review Team met to review PBC applications and to evaluate the applications based upon the CAG Evaluation Criteria and a set of new criteria which reflected the foreseeable parameters of the Reuse Plan.

In addition to OBRA staff, the PBC Technical Review Team was composed of representatives from various local and regional entities to incorporate a regional perspective into the review process. These local and regional entities included the City of Oakland Offices of Housing and Neighborhood Development, Economic Development and Employment, Budget and Finance, Public Works, Planning and Building, and representatives from the East Bay Conversion and Reinvestment Commission (EBCRC) and the County of Alameda.

In addition to an extensive process of analysis and review, the Technical Review Team developed the following baseline criteria upon which to rank the applications:

- Economic Impact of Proposal

- Job Creation - net new on-site jobs

- Revenue Generation on-site

- Contribution to Revenue Community-wide

- Compatibility with Land Use Alternatives

- Is the proposed use compatible with the proposed Preliminary Land Use Alternatives/Maximum Density Alternative?

- Does the proposed use take advantage of buildings identified in the scenarios being considered for the Draft Final Reuse Plan?

- What level of upgrade will be required for the requested structure(s)?

- How does the proposal survive a number of reuse alternative scenarios?

- Is Ownership Required?

Ownership is required if a substantial amount of property is being requested. The standard for "substantial amount" is defined, for a building, as ranging from 20,000 square feet or larger, where capital improvements cannot easily be made without ownership. Other factors are considered, including the potential for long-term lease as possible to meet the applicant's needs, as whether the applicant is prepared to operate their program on-site without actually owning land.

- **Level of Community Need?**

To what extent does this proposal contribute to ameliorating an existing or foreseeable community need?

Four qualified PBC applicants survived the process of Community Advisory Group review, the Technical Review Team review process, and a series of review meetings in coordination with City of Oakland Department representatives, Alameda County, and the EBCRC. These four applicants, the Oakland Museum, Oakland Office of Parks and Recreation, United Indian Nations, and Seneca Center for Children have completed all necessary technical review and hundreds of hours of meetings and dialogue with representatives from the community, PBC applicants and advocates, and staff and the consultants.

The OBRA PBC Review process was both comprehensive in scope and represented the community input offered through the structured Community Advisory Group (CAG) review process, as well as utilizing the technical expertise offered by the various representatives from local and regional agencies. It is OBRA's belief that the amount of public outreach exercised by OBRA staff is required of a fair and collaborative process. It is also OBRA's belief that the four PBC applicants remaining for Department of Defense review have provided all necessary information to satisfy local and regional requirements for their inclusion in the NMCO Draft Final Reuse Plan.

F. Homeless Assistance Component¹⁴

6.0 Introduction

The Oakland Base Reuse Authority is responsible for preparing a reuse plan that includes a consideration of the needs of the homeless. This responsibility is mandated by the Base Closure Community Development and Homeless Assistance Act of 1994

¹⁴

Homeless Assistance Memorandum of Understanding (MOU) attached as Appendix "Exhibit A"

(PL 103-421). The Community Homeless Assistance Act established revised procedures for implementing the Stewart B. McKinney Homeless Act, which required DOD and other federal agencies to give priority consideration for homeless assistance over other uses for property considered surplus, or underutilized by federal agencies.

The revised procedures require that the needs of the homeless be addressed as part of the OBRA's Draft Final Reuse Plan. On December 22, 1994, the City of Oakland and its Task Force submitted its official notification to proceed under the new procedures.

An agreement between the Oakland Base Reuse Authority and the Alameda County Base Conversion Homeless Collaborative ("the Collaborative") has been developed which embodies a combination of funding, services, and activities that meet the requirements of the Base Closure and Homeless Assistance Act of 1994 and the interim Federal regulations. This agreement addresses the needs of the homeless balanced with the economic development needs of the community with regard to the NMCO site. Under the Agreement, the Collaborative will receive a guaranteed sum of \$2 million in lieu of conveyance of surplus property at Naval Medical Center, Oakland. This sum will be within 30 days of Department of Defense approval of the NMCO Reuse Plan.

The property which would be used as collateral for this \$2 million would be 18 officer housing units at the NMCO site. These units consist of 9 single family homes on Santa Cruz Street and 9 single family homes on Barcelona Street. These units will be used to repay the \$2 million given to the Collaborative and to recapture the City of Oakland's carrying costs. If there are any profits from the sale of these houses, the Homeless Collaborative will receive such profits.

The following are stipulations to the sale of the 18 units:

- the units will be brought up to current code compliance and a market-rate quality comparable to homes in the neighborhood
- communal yard maintenance standards be part of the Codes, Covenants & Restrictions
- a fiscal mechanism be put in place to maintain common areas
- that any developer must upgrade the units before sale to individual buyers
- no "as is" sales to the general public would be permissible
- further stipulations may be negotiated between the Oak Knoll Neighbors and the Authority

A Request for Proposals will be prepared to develop the 18 units for sale at market rate. After the project is developed and sold out, proceeds from the sale will be used to recapture the \$2 million plus carrying costs.

The Homeless Collaborative will not share any loss sustained if the sale of the units does not generate \$2 million. If there is a shortfall of the guaranteed \$2 million, other sources will be explored; revenue from the ongoing development of the project may be used to recoup the guaranteed sum given to the Collaborative.

In addition to the sum being given to the Collaborative, the Collaborative will assist the Authority in the development of a homeless assistance conveyance proposal for certain available personal property at Naval Medical Center, Oakland which will serve the Continuum of Care, a set of assessment criteria established to target the needs of the homeless community.

Agreements between the OBRA and individual private employers will include a goal to hire 15%, of new jobs created, from the ranks of the homeless. A "one-stop" hiring entity established and operated by the homeless service providers will be designed to refer bona-fide homeless applicants to employers seeking to hire new employees. This entity will ensure that all applicants are eligible; that these applicants have appropriate skills and/or are eligible for appropriate training relative to the job openings; and that the applicants are "job ready." Pre-notification of jobs for the homeless will be provided by the employer to the hiring center.

The hiring center shall also maintain a list of service organizations that hire homeless workers. This list shall serve as a further resource to organizations located at the Oak Knoll site who may wish to contract for certain services including construction, grounds and building maintenance, etc.

To the extent that the OBRA hires staff to do grounds and/or building maintenance, as opposed to contracting with independent companies to perform these functions, the Authority will have as a goal to hire 15% of these workers from the ranks of the homeless.

The OBRA will also have a goal to award 15% of the dollar value of general service contracts for janitorial services, grounds maintenance, and light general contracting to qualified agencies who will employ homeless workers to execute the necessary work.

Any employer subject to the 15% hiring goal, including the OBRA, may use contractors who hire the homeless to perform certain functions. The use of such contractors will count in meeting the employer's homeless employment goals.

For-profit businesses and government agencies (such as school districts, parks and recreation districts, etc.) will be encouraged to enter into joint venture contracts with non-profit agencies serving the homeless with the goal of creating job training as well

as generating an income stream for the joint venture partners. Groups entering into joint venture agreements with homeless service provider organizations will be exempted from the 15% monitoring and reporting requirements.

In order to create incentives for employer participation, the Homeless Component of the Final Reuse Plan will include language that calls for an ongoing collaboration between the OBRA and the Homeless Collaborative or their successors.

The OBRA and its successor or other City agency will conduct an annual evaluation/monitoring of employers at Oak Knoll to determine how well they are meeting the 15% homeless hiring goal. If little success is being achieved in this area, the OBRA will work with the Homeless Collaborative or its successor to improve mechanisms for providing hiring opportunities for the homeless.

This agreement must be consistent with current federal, state and local legislation, and specifically with the rules and regulations that govern military base closure. It must comply with all relevant federal and state regulations.

6.1 Homeless Negotiating Team Process: Public Participation

This Homeless Assistance component of the Reuse Plan was developed through an innovative Negotiating Team process.

On March 27, 1995 the OBRA recognized the Homeless Providers Base Conversion collaborative as the sole negotiator for homeless housing and services at the site. To help address the needs of homeless representatives, citizens groups, service providers, and other interested parties, OBRA increased its community outreach, public discourse, and effective land use planning in order to better incorporate community concerns about addressing the homeless component into the reuse planning process.

When the community demanded even further input, the OBRA recommended that staff develop a Homeless Negotiating Team (HNT). The HNT consisted of neighborhood association representatives, Homeless Collaborative representatives, and neutral representatives from the broader community. OBRA staff and City staff acted in an advisory capacity at the meetings, and OEA funded a facilitator for the sessions. The HNT held its first meeting on September 13, 1995 and continued meeting three nights per week through October 23, 1995. By October 23, 1995 the Homeless Negotiating Team had developed a set of recommendations which exceeded the mandate presented by the Base Closure and Homeless Assistance Act of 1994 and interim regulations. The Team then made a formal recommendation to the OBRA which was accepted by both community representatives and the Homeless Collaborative. The

Office of Housing and Urban Development (HUD) was in communication with the OBRA and City Staff team throughout the process, as was the Office of Economic Adjustment (OEA).

All parties involved found the HNT both revolutionary in its openness and level of public involvement as well as effective in reaching an agreement within only one month of meetings.

On November 3, 1995 representatives from the Homeless Collaborative sent a formal notice informing Mayor Harris of the Collaborative's acceptance of the OBRA's offer.

An agreement between the Oakland Base Reuse Authority and the Alameda County Base Conversion Homeless Collaborative was then developed which embodies a combination of funding, services, and activities that meet the requirements of the Base Closure and Homeless Assistance Act of 1994 and the interim Federal regulations. As stated earlier, the Homeless Collaborative will receive a guaranteed sum of \$2 million in lieu of conveyance of surplus property at NMCO. The City of Oakland will attempt to recoup this sum through the sale of on-site property. Any excess proceeds above this \$2 million will also go the Homeless Collaborative. The City will retain no profits. This sum will be conveyed within 30 days of acceptance of the Reuse Plan by the Department of Defense.

This Homeless Component represents a meeting of the mutual interests of all stakeholders in this process. A final Memorandum of Understanding (MOU) attached as Appendix Exhibit 1 represents the formal binding agreement between the parties.

II. New Employment and Revenue Generation Summary: Implementation of Draft Final Reuse Plan.

7.0 New Employment Opportunities Summary: Implementation of Plan

Chart 11.0 represents a summary of the projected long term new employment opportunities as a result of the implementation of the Naval Medical Center, Oakland Draft Final Reuse Plan.

CHART 11.0
IMPLEMENTATION OF NMCO DRAFT FINAL REUSE PLAN
OVERALL NEW LONG TERM EMPLOYMENT OPPORTUNITIES*

Type of Use	Projected Number of New Long Term Employment Opportunities
Residential/Golf Course	11-19
Driving Range/Clubhouse	13-27
Medium Density Residential	15
Commercial	125
Corporate Campus	325
Sea West Federal Credit Union	40
Oakland Parks and Recreation (PBC)	6
United Indian Nations, Inc.	3
Seneca Center	75 (and relocating 175 jobs to Oakland from San Leandro)
Total Projected Long Term Jobs in Mixed Use Area:	613-646

*Chart does not include any short term jobs

As Chart 11.0 illustrates, the Residential/Golf Course land use component is expected to generate 11-19 new employment opportunities. The range is based on the following assumptions: a 300-unit residential development surrounding the golf course which would generate 6 new employment opportunities (maintenance, groundskeepers and security positions) and the nine hole executive golf course, driving range and club house which would generate 26-63 new employment opportunities (groundskeepers, instructors, concessionaire employees, and administrative positions).

The 40 acre Mixed Use Area land use component is expected to generate 589 new employment opportunities. The projected 110 Medium Density Residential units would generate 15 new employment opportunities (maintenance, groundskeepers, and security) overall. This estimate is based on 80 rental units creating two new employment opportunities and 30 senior rental housing units creating 13 new employment opportunities. Utilizing the State of California Economic Practices Manual provided by the State Office of Planning and Research, it can be reasonably assumed

that .020 new employees are generated per multi-family unit and .44 new employees are generated per senior residential units. Approximately 50,000 square feet of commercial/retail activities proposed in the Plan would generate approximately 325 new employment opportunities (sales clerks, administrative, security, and maintenance positions) based upon the assumption of a new employee per every 395 square feet of commercial/retail space. These assumptions are based upon statistical estimates provided by the State of California Economic Practices Manual.

A projected 200,000 square-foot Corporate Campus can reasonably be estimated to generate 325 new employment opportunities (administrative, clerical, maintenance, and security) based upon the assumption of one new employee per 300 square feet of space and assuming a total of 100,000 net employees occupying the total space.

Finally, the existing 40 employees at Sea West Federal Credit Union are expected to remain at the site, while 86 new employees are anticipated from the Public Benefit Conveyance applicants; these figures are based upon their PBC applications to the OBRA. This figures does not include Seneca Center's relocation of 175 new employment opportunities from its San Leandro facility to NMCO.

7.1 Short Term New Employment Opportunities: Implementation of Plan

The employment opportunities presented in this document are long term new employment projections, based on the implementation of the Draft Final Reuse Plan at full build out (5 -10 years from closure). These figures do not include any short term new employment opportunities. It is probable that hundreds of new employment opportunities will be created during the development stages of the NMCO Reuse Plan, in areas of construction, landscaping, architecture, maintenance, security, engineering, carpentry, and other areas of employment associated with large development projects.

For example, the approximately 300 new houses surrounding the golf course would generate approximately 350 short term construction new employment opportunities. This estimate is based on the National Association of Home Builders estimate of 1,000 new homes creates 1,125 construction new employment opportunities.

It is critical in reviewing the job generation potential and economic viability of such a plan, that these potentially hundreds of positions be factored in, as well as the indirect new employment opportunities created through the generation of new revenue to the City and private organizations.

7.2 Overall Revenue Generation Summary: Implementation of Plan

The revenue projected presented herein is based on the development of the Draft Final Reuse Plan at full build out (5 -10 years from closure). Estimated annual revenue shown on these Charts for residential, commercial, corporate, and medium density residential uses is based upon data provided by the Alameda County Assessor's Office. Potential revenue sources generated by the Plan will include property tax, Lighting and Landscaping Assessment District, Measure O (branch library), fire assessment, and sales tax.

The value of property tax collection revenue is based upon 1% of the property valuation and additional special district fees that are assessed at the time property tax bills are sent to property owners. Lighting and Landscaping Assessment District fees are \$102.65 per residential unit, \$112.80 per non-residential unit. Measure O (branch library) fees are \$29.29 per unit, and the Fire Assessment District is \$75.00 per lot. Sales tax is 8.25% per dollar spent. The City of Oakland's share of sales tax is 1% of sales tax collected. Sales tax estimates are based upon an average of \$200.00 per square foot¹⁵ with an estimated 50,000 square feet of retail space proposed for the site.

Other potential revenues the City of Oakland may collect from the development of NMCO are development fees and Quimby Act in-lieu fees. The residential development proposed at NMCO provides the City of Oakland its first opportunity to work with developers in implementing the provisions of the Quimby Act. Under the Quimby Act, the revenues must be spent on improvements which benefit residents of the development (either new facilities or expansion of existing facilities).

¹⁵

Economic Practices Manual, Office of Planning and Research, State of California

Based upon the figures provided in Chart 12.0, estimated total revenue at full build out based on 1994-95 tax rates is \$991,300 - \$1,216,400. These figures are subject to change as tax rates change.

CHART 12.0
NMCO OVERALL ANNUAL REVENUE GENERATION

Land Use Category	Annual Revenue to the City of Oakland at Full Build Out
Residential use surrounding golf course	\$392,800
Executive 9 hole golf course	94,400 - 170,600
Driving Range	158,200 - 273,200
Club House	47,800 - 71,700
Commercial	123,000
Medium Density Residential	75,600
Corporate Campus	69,500
Public Benefit Conveyance Applicants	30,000 - 40,000
TOTAL	\$991,300 - \$1,216,400

The preliminary total annual cost of providing public services (police, fire, recreation and open space) at full build out for reuse of NMCO ranges from \$1,160,500 to \$1,440,500. Based upon data provided in interviews with representatives from the Oakland Police Department, one additional police officer would be required to provide adequate police services for the area. The estimated cost for one police officer is estimated at \$536,500, based upon a formula which holds that for full time coverage (24-hour coverage, 365 days a year) approximately five full-time police officer positions are required. Based upon interviews with representatives from the Oakland Fire Department, it is projected that fire services would be provided from the Grass Valley Station. The Oakland Fire Department proposed two scenarios: (1) Grass Valley Station open full time from June to November at \$470,000, and (2) Grass Valley Station open only for the 60-70 high fire days at \$190,000.

III. Personal Property and Types of Conveyances/Disposition of Property

There are three conveyance mechanisms in the base conversion process by which property can be transferred and two agencies which are the primary agencies with regard to the transfer of personal property. The three types of conveyance mechanisms are the

Homeless Assistance Act Conveyance (HAA), the Public Benefit Conveyance (PBC), the Economic Development Conveyance (EDC). The two agencies are the Federal Defense Revitalization and Marketing Office (DRMO), and the State Office of Surplus Property. The Excess Property program will be used for all surplus equipment.

The Federal Government maintains a surplus property program where all surplus property is sent to a Defense Revitalization and Marketing Office. As part of this process, the property first enters a twenty-one day screening period, where federal agencies can claim property that they can use. Then, the State Office Surplus Property has a screening period, where community based organizations that have been approved by their office can purchase property at below market rate prices. The property is then moved into the DRMO retail store for sale to the general public. Finally, the equipment that does not sell is destroyed.

The above-listed conveyances are the only approved means of transferring personal property from closing bases in the City of Oakland to community based organizations in Oakland. Base Realignment and Closure (BRAC) regulations are very specific and mandated by the United States Legislature. The U.S. military, the Oakland Base Reuse Authority, and the City of Oakland must all adhere closely to these regulations .

The Homeless Assistance Act Conveyance (HAA) is the only zero-cost conveyance provided by BRAC regulations. The Homeless are entitled by law to participate in the Personal Property component of the Reuse Plan. In Oakland, the Alameda County Homeless Base Conversion Collaborative, a consortium of homeless service providers, or nonprofit housing developers who are eligible to receive property under criteria set by Title V of the McKinney Act will receive property from NMCO.

A number of the Alameda County's health care community that provide a continuum of care to homeless and indigent population will also be receiving property under the (HAA). They are: Alameda County Health Care Services Agency, La Clinica De La Raza, Over 60 Health Center, The Solid Foundation, Valley Community Health Center, C.U.R.A., Native American Health Center, Berkeley Primary Care Access Clinic, Asian Health Services, Highland Hospital, Berkeley Free Clinic, Children's Hospital, Center for Elders Independence, and Tri-City Health Center.

The Public Benefit Conveyance (PBC) is broken into two parts: the Sponsored public benefit conveyance and the Approved public benefit conveyance. When a request from for Real Property is made, under either conveyance, the personal property required or needed for reuse of the real property may be related and treated as part of the real property conveyance. United Indian Nations, the Oakland Museum, the Oakland Office of Parks and Recreation, and Seneca Center for Children are the remaining Sponsored (PBC) applicants at the Naval Medical Center, Oakland.

If the Reuse Plan is approved, these groups will receive real property under a public benefit conveyance transfer and the personal property associated with the real property.

The Economic Development Conveyance (EDC) is a type of conveyance that is designed to help foster redevelopment on the site. It is only available to the local reuse authority (LRA). The Economic Development Conveyance allows for the transfer of land, buildings, and property to rapidly create new employment opportunities for the citizens of Oakland.

"Excess Property" consists of all items not requested by the military or needed for redevelopment by the LRA. This property will be made available to community based organizations (CBO's) that are qualified non-profit "501(c)(3)" applicants that have been approved by the State Office of Surplus Property to receive surplus property. An on-site Defense Revitalization and Marketing Office (DRMO) will be held to transfer excess property to CBO's. The State Office of Surplus Property and the General Services Administration will be administering the program. All remaining property will then be moved into the DRMO retail store in Alameda for sale to the general public. Property from NMCO and other closing bases are accessible to the citizens of Oakland on an ongoing basis at the DRMO retail store.

The disposition of federal surplus land at Oak Knoll includes both predisposal and disposal actions. At closure in September, 1996, the site will be placed in a temporary caretaker status under Navy control. On-site activities will be limited to security, maintenance, and environmental restoration activities. The property will be assigned to the custody of the Navy's Engineering Field Activity West (EFA-West) in San Bruno, California.

The disposal process encompasses several concurrent actions governed by different jurisdictions. The process includes the Department of Defense and other federal agencies screening local and private entities interests at the site through Public Benefit Conveyance applicants and addressing the needs of the Homeless Assistance Act. During the federal screening process no federal agencies indicated an interest in the NMCO property. The LRA is also responsible for making a recommendation to DOD on the disposal of the surplus personal property.

The LRA's recommendation to DOD on the Reuse Plan, which includes consideration of the homeless, public benefit conveyance requests and personal property, is submitted to the Navy. The Secretary of the Navy will issue a Record of Decision that describes the manner in which the base will be disposed. The Navy and the Department of Defense have the final authority in disposal of surplus property at the closing facility.

Section II Procedural Development of Naval Medical Center, Oakland Draft Final Reuse Plan

IV. Oakland Base Reuse Authority (OBRA) Background and History

8.0 Introduction

The devastating effects of base closures on California communities have been well-documented. There have been declines in local tax revenues which have lessened the availability of basic services. Schools have lost considerable levels of State funding due to drops in enrollment. Where bases have closed, housing and business vacancy rates have soared, while the impact upon the fabric of family life has caused unemployment, crime, and poverty levels to rise. The City of Oakland has not allowed itself to overlook the lessons provided by its sister cities throughout California. Although a great potential for adversity exists as a result of the NMCO closure, the closure offers Oakland an even greater potential for opportunity.

The following report highlights the City of Oakland's unique position among cities experiencing base closure. Within this context, the Oakland Base Reuse Authority (OBRA) has met the challenges raised by the NMCO closure, and through its efforts, developed a Reuse Plan which provides opportunities for Oakland's diverse population and a model for future communities facing base conversion.

8.1 Oakland Base Reuse Authority (OBRA) History

In November, 1993, the Oakland Base Closure/Conversion Task Force (OBC/CTF) was formed by the Oakland City Council to recommend actions which would mitigate the devastating effects of the closure of military facilities in Oakland. In August, 1994, Theresa Hughes & Associates was retained as prime contractor to provide comprehensive planning services for the reuse of the Naval Medical Center Oakland (NMCO). The multi-disciplinary consultant team includes the following firms and their corresponding disciplines:

- Theresa Hughes & Associates/ Prime Consultant, Land Economics
- Simon, Martin-Vegue, Winkelstein, Martin/Land Use Planning
- Korve Engineering/Transportation Planning
- Pryde, Roberts, Carr/Economic Development
- Woodward-Clyde Consultant /Environmental/Seismic Analysis

Pursuant to the Defense Base Closure and Realignment (BRAC) Act of 1990 (Public Law 101-510) Title XXIX the 183-acre Naval Medical Center Oakland facility is scheduled to close on September 30, 1996. In June, 1993, NMCO was recommended for closure. President Clinton accepted the BRAC's recommendation in July, 1993, and Congress confirmed the closure in October, 1993. As part of the disposal process, the City of Oakland was recognized by the Secretary of Defense as the local redevelopment authority (LRA).

In March, 1995, the City of Oakland, the Redevelopment Agency of the City of Oakland, and the County of Alameda jointly created the Oakland Base Reuse Authority (OBRA). Pursuant to the provisions of Title I of the California Government Code, OBRA has been established to assure the effective transition of NMCO and any other military facility in the City of Oakland that may be selected for closure in the future.

The Authority is composed of five members of the Oakland City Council, including the Mayor of Oakland, three members appointed by the County Board of Supervisors, and a representative of Oakland's Congressional delegation. The Oakland Base Reuse Authority consists of:

1. Mr. Elihu Harris, Mayor, City of Oakland
2. Ms. Dezie Woods-Jones, Councilmember, City of Oakland
3. Ms. Natalie Bayton, Councilmember, City of Oakland
4. Mr. Nate Miley, Councilmember, City of Oakland
5. Mr. Dick Spees, Councilmember, City of Oakland
6. Ms. Mary King, Supervisor, Alameda County
7. Mr. Ralph Appezato, Mayor, City of Alameda
8. Mr. Sandre' Swanson, Ninth District Director for Congressman Ron Dellums
9. Mr. Eugene Leong, Executive Director, Association of Bay Area Governments (ABAG)

OBRA's Primary Functions

OBRA's primary functions are:

1. To develop and assist in the implementation of a reuse plan of Naval Medical Center, Oakland, and any other military facility in Oakland that may be designated for closure in the future.
2. To receive Federal and State grants and other available funding in order to develop and implement the Reuse Plan for NMCO and other military installations within the City of Oakland.

Pursuant to the Joint Powers Agreement, the City of Oakland reserves and retains its land use, zoning, and building authority, but may delegate this authority to OBRA at a later date. The City of Oakland will be the lead agency for California Environmental Quality Act purposes and the decisionmaking body with respect to any land use approvals (General Plan amendments, rezoning etc.) that the reuse plan may require.

If the reuse plan requires rezoning, this process will take place through the City of Oakland planning process following the completion of the Environmental Impact Statement/Environmental Impact Report (EIS/EIR) and the Navy's Record of Decision. The City General Plan and Zoning Ordinance are the legal documents that establish land entitlements and uses for redevelopment and reuse of the site.

V. Community Reuse Planning Process: Development of Reuse Plan Components

9.0 Introduction

The Draft Final Reuse Plan presents analyses and recommendations for the community reuse of NMCO. The Plan provides a "road map" for conversion of NMCO from an active military hospital facility to civilian use. The development of the plan reflects the direction of the OBRA members, input from members of the Employment and Social Impacts Subcommittee, the Housing and Homeless Subcommittee, the Land Use Subcommittee, and Legislation and Finance Subcommittee, Community Advisory Group (CAG), and a public outreach program. The adoption of the Draft Final Reuse Plan is crucial as guides federal decision-makers on land use and disposal, and to maximize the positive effects to the community.

Public participation is a key issue in the City of Oakland for all major land use planning projects. An extensive public participation program was the primary component of the development of the NMCO Draft Final Reuse Plan. The community participation process began with the creation of the Oak Knoll Base Closure Task Force in 1994. At that time, an approach was developed which focused upon active, focused community meetings with broad outreach to the community which encouraged citywide participation. From that foundation, the consultant team developed a communication and participation strategy which would allow for the sharing of site information and involve community participants at each stage of the reuse planning process.

The neighborhood and homeowner associations in the Oak Knoll area are active, well organized, and have existed for a least 25 years in the Oak Knoll region. Oak Knoll residents have a long history of active involvement in issues that impact their community.

Several of the organizations publish regular newsletters with information about City and local issues. The Oak Knoll Neighbors, representing 4,000 households within 12 neighborhood and homeowner associations, played a critical role in the reuse planning process. Members of the Oak Knoll Neighbors were active members of the CAG and its four subcommittees.

The creativity, innovation, and ultimately, the strength of the development of the NMCO Preliminary Alternatives, the NMCO Maximum Capacity Alternative, and the NMCO Draft Final Reuse Plan is the direct manifestation of the comprehensive public participation program which guided the reuse planning process at NMCO.

9.1 Community Reuse Planning Development Meetings

Beginning in August, 1994, with a full presentation and tour, five community-wide meetings were held at NMCO with the single objective of involving the interested community substantively in the reuse planning process. As of August, 1995, approximately 760 individuals had participated in the five community-wide interactive town hall meetings at NMCO. This was an open process designed to familiarize all parties with the site, record community goals and concerns, share data compiled by the consultant team, and develop a community based reuse concept.

The consultant team compiled reuse planning schedules and reported to the OBRA, CAG, and the larger community. Additionally, the reuse planning consultant team facilitated meetings by trained staff to encourage and record creative community suggestions for the future of the site. The products of seven such sessions are outlined briefly in the following discussion, presented by subject, date, agenda, and products.

1. NMCO Site Presentation and Community Tour: August 13, 1994

Hospital auditorium
150-175 participants

Key Agenda Items

- Slide Presentation - Introduction to the Site
- Discussion of meetings and process established by Task Force
- Site tours with Navy tour guides, visits to all areas (two complete rounds of

presentations and tours were scheduled to serve all interested people and differing schedules)

Products

This was the first opportunity to gather concerned citizens and tour the full site and facilities at Oak Knoll. This provided a common ground of information and historic development from which to open an ongoing community and City dialogue.

2. Community Concerns, Goals, Use Targets Meeting September 21, 1994

Evening meeting
Club Knoll
125-150 participants

Key Agenda Items

- Slide Presentation by Navy base leadership
- Consultant Team Introductions
- Review of Consultant Scope of Work
- Facilitated Small Group Discussions
- Goals to Guide Reuse Planning
- Potential Uses and Activities for consideration
- Reports and summary of process

Products

The primary product of this session was to establish a working relationship between the community and City/consultant teams, based upon full sharing of information and direct, substantive participation. A preliminary list of goals, policies, and use preferences was drawn up based upon this meeting.

3. Existing Conditions Report Findings

December 7, 1995

Evening meeting
Club Knoll
100-125 participants

Key Agenda Items

- Introduction by Task Force leadership
- Review of Reuse Planning Phases and Meeting Schedule
- Existing Conditions Report Findings
 - Land Use
 - Transportation
 - Infrastructure
 - Environment
 - Land Use Economics
 - Economic Development
- Site Opportunities and Constraints Summary
- Review and Revise Community List
 - Issues and Policies
 - Land Uses for Consideration in Reuse Planning
- Expectations for Alternatives Development

Products

At this meeting the consultant team shared a great deal of new and recently compiled information about the NMCO site through slide presentations and written reports. In addition, the consultant team and community compiled a comprehensive list of community goals and land use suggestions. These goals and policies were:

- **Increase Tax Base & Create New employment opportunities**

Develop an economically self-sustaining reuse plan
Seek biotech related new employment opportunities on site
Seek pharmaceutical manufacturing industry
Create local business opportunities
Create business incubator services
Create a research and development center
Develop commercial and office uses

- **Create A Balance of Activities & Uses**
 - Environmental
 - Economic Development
 - Cultural Activities
 - Uses that can be an asset to the community
- **Minimize Impacts**
 - Noise
 - Lighting
 - Traffic
 - Parking
- **Achieve Compatibility with Existing Zoning**
 - Not to exceed current density
- **Maintain & Increase Property Values**

4. Community Reuse Concepts Session

February 4, 1995
Session 1

Naval Hospital meeting rooms
60-80 participants

Key Agenda Items

- Update on Reuse Planning Process
- Introduction to Concept Planning
 - Purpose and Procedures for Work Groups
 - Opportunities and Constraints of the Site
 - Balancing Land Uses (revenue and non revenue)
 - Prototypes for Oak Knoll reuse
- Facilitated Small Group Concept Planning Sessions
 - Identification of Uses
 - Location, scale, interrelationships
 - Sensitivity to Environment
 - Potential Uses and Activities - for consideration
- Reports and Presentations from Work Groups

Products

As a result of this four-hour meeting, five different community concept plans were developed, primary objectives and characteristics summarized, and land uses tabulated. The working teams of 15-20 people each identified uses and fit the uses to the site, discussed issues of a sustainable plan (economically and environmentally), considered relationships to the neighborhood, and negotiated differences. These plans would become an important basis for development of the Preliminary Alternatives by the professional planning team.

5. Community Reuse Concepts

March 23, 1995

Session 2

Club Knoll

200-250 participants

Key Agenda Items

- Reuse Authority, Task Force and Community Greetings

- Update on Reuse Planning Process
- Introduction to Concept Planning
 - Purpose and Procedures for Work Groups
 - Opportunities and Constraints of the Site
 - Balancing Land Uses (revenue and non-revenue)
 - Prototypes for Oak Knoll reuse
- Introduction of Community Facilitators
- Facilitated Small Group Concept Planning Sessions
 - Identification of Uses
 - Location, scale, interrelationships
 - Sensitivity to Environment
 - Potential Uses and Activities for consideration
- Reports and Presentations from Work Groups

Products

As a result of this second concept planning session of nearly four hours, five additional community concept plans were developed, primary objectives and characteristics summarized, and land uses tabulated. This working session differed from Session 1 by both increased attendance and the use of community representatives as facilitators, as requested by the Oak Knoll Neighbors. Among the working teams of 25-30 people, uses were identified and fit to the site, issues of a sustainable plan (economically and environmentally) were identified, relationships to the neighborhood were considered and differences were negotiated. These plans would, along with the five plans developed in Session 1, become an important basis for development of the alternatives by the professional planning team.

6. Presentation of Preliminary Alternatives August 30, 1995

Club Knoll
130 participants

Key Agenda Items

- Reuse Authority, Task Force and Community Greetings
- Update on Reuse Planning Process
- Presentation of Preliminary Alternatives
 - Senior/Community
 - Single Use Campus
 - Mixed Use Village
 - Residential
- Facilitate Small Group Working Sessions
- Report and Presentation from Working Sessions

Products

The participants were assigned to one of four working groups which were facilitated by members of the consultant team and City staff. During the course of 1.5 hours, the groups were asked to weigh the value of each of the four Preliminary Alternatives. At the closure of the meeting, community members of the group were asked to present their findings.

During their final presentation certain themes emerged from the public. These themes ran along the same lines as previous meetings. Groups recommended the preservation and enhancement of open space, a reopening of the creeks, and that the plan will be compatible with the surrounding community. The two alternatives to emerge as the potential Community Reuse Plan Preferred Alternative were the Mixed Use Village and the Single Campus.

7. Developer's Charette October 21, 1995

The OBRA expressed concern that the Community Reuse Plan Preferred Alternative be steeped in reality and not become another set of planner's ideas that are limited in their marketability. At the direction of the OBRA, on October 21, 1995, senior housing developers, residential developers, master developers (commercial, retail, residential), local non-profit developers, and financial banking representatives were invited to provide their expertise in a half-day charette at the Naval Medical Center. Members of the surrounding community were also invited to attend and listen.

Developers were invited to provide a "reality check" for the four Preliminary Alternatives. These Alternatives were: Senior/Community, Mixed Use Village, Single Use Campus and Residential. Developers of diverse professional backgrounds were assigned to one of four working groups which were facilitated by members of the consultant team. Members of the surrounding community were asked to participate in each group to provide additional insight to the discussion.

The developers were able to provide answers to many of the key questions regarding the potential reuse of the NMCO, including the following:

- How can Oak Knoll capture its rightful share of the **regional market**?
- Realistically, when will the City see development on this site?
- What would be an appropriate **phasing strategy**?
- What would be a reasonable list of Interim Uses?
- What is the potential for **revenue generation**?
- Can/should any of the **buildings be reused**, considering the targeted uses, code issues, cost implications? If so, which ones?
- What must the City assume as critical elements of **site preparation**?

These questions, and many more, were answered over the course of the day. At the closure of the meeting the developers were asked to present their findings.

Of the four Preliminary Alternatives, the developers generally found the Mixed Use Alternative the most viable as it allows for the flexibility to address changing market conditions. Developers suggested that a successful development emphasize the location and region, rather than the existing conditions of the site. Developers recommended that in developing the Preferred Alternative, the key elements of all four Preliminary Alternatives should be incorporated into the Draft Final Reuse Plan.

9.2 OBRA Community Advisory Group (CAG) Participation

From April, 1995 to November, 1995, the Community Advisory Group (CAG) played a critical role in the reuse planning process. CAG membership evolved from the Oakland reuse planning entity, the Base Conversion Task Force, which preceded the OBRA.

Approximately 25 people, all in volunteer capacity, met monthly until November, 1995, and then met even more frequently as the deadline of the NMCO Draft Reuse Plan drew closer. The CAG, in an advisory capacity, made recommendations to the OBRA and did thorough analyses of all relevant base closure matters.

The OBRA staff and consultants brought the CAG the latest information, and the CAG effectively utilized this information to develop products such as the Evaluation Criteria addressed earlier.

In addition, eight members of the CAG, two from each subcommittee, formed a PBC Review Team, which met about eight times in a two-month period. They evaluated all proposals based upon the OBRA-adopted evaluation criteria for PBC proposals, and produced summaries and thorough evaluations of the PBC proposals. The CAG held four public hearings from November, 1995, through January, 1996, specifically to address recommendations on the Reuse Plan.

At these CAG meetings, OBRA staff prepared agendas, recorded all critical meetings on audio tape, took minutes, and provided staff support and information. The CAG provided the level of community input and expertise without which no planning process in Oakland could be successful.

9.3 Evaluation Criteria for All Proposed Uses at the Site

Introduction

The OBRA Community Advisory Group (CAG) is the body created to develop specific recommendations to the OBRA which provide a foundation for the consideration of proposed uses at the site. Through the reuse planning process, the OBRA adopted the CAG's evaluation criteria for all redevelopment proposals, public benefit conveyance proposals, and economic development conveyance proposals of land and real property at NMCO.

The purpose of this evaluation criteria is to identify proposals that can provide a combination of economic development, social service activities, and use of facilities which will counter the devastating economic and social impacts resulting from the closure of the site. These criteria provided guidelines for the development of all of the components of the Reuse Plan.

A. General Criteria for Evaluating All Proposals¹⁶

The OBRA is mindful of the need for the provision of adequate infrastructure for NMCO.

¹⁶

The consultant team edited the General Criteria for grammatical clarity but the substance was not changed.

Water quality and supply, sewer capacity, utilities, transportation, arterial access, and air quality are all critical elements of the site infrastructure, and therefore, must be incorporated into the strategy and planning process for all proposals.

- Overall use of the site should be compatible with permanent retention of the Club Knoll structure and should provide services and amenities comparable to those offered by the Sea-West Federal Credit Union and the Post Office.
- Uses should create quality new employment opportunities to minimize projected impacts of the base closure.
- All uses should protect the diverse environmental resources of the area
- Activities should minimize neighborhood impact due to noise, light, and traffic levels.
- Those uses with the heaviest traffic flow will utilize Keller Avenue and Mountain Boulevard as main access.
- All uses shall comply with federal/state/city regulations and mandates.
- Preference shall be given to uses which capitalize on the ethnic and cultural diversity of the region.
- All uses shall provide opportunities for local and minority/women enterprises.
- Preference should be given to economic activities which offer employment opportunities closely matching the available labor pool and retrain laid-off and under-employed workers for higher skilled employment.
- Whenever possible all recreational uses and services for public use should be retained at their existing locations or relocated to another on-site location.
- All uses should generate enough revenue to finance the cost of necessary on-site infrastructure and off-site public improvements directly related to the proposed use in proportion to the impact of the proposed uses.
- Contiguous areas larger than ½ acre with steep (greater than 30%) slopes should be preserved for open space and recreational uses. Sites that include more limited steep areas will be considered appropriate for development as long as no construction is proposed for those portions of the site with slopes steeper than 30%.

- The final mix of uses should generate sufficient revenue to adequately meet public service/safety requirements (e.g., police, fire, public works).

B. General Criteria for Evaluating Public Benefit Conveyance Proposals

- Public benefit uses should complement or enhance the desired economic activities for the site.
- Uses shall be consistent with the General Reuse Criteria.
- Preference will be given to proposals which provide medical and veteran services deemed to be of public benefit.
- Preference will be given to proposed uses which provide an acceptable transportation plan that limits adverse traffic impacts at the site and reduces reliance upon automobiles.
- All uses shall protect riparian/creek corridors and maintain linkages with the parks and open space in the area.
- Contiguous areas larger than ½ acre containing slopes steeper than 30% should be preserved for open space and recreation use.
- When economically feasible, all uses should retain existing facilities, which maintain public access.
- The final overall uses shall adequately address all federal housing/homeless program mandates.

C. General Criteria for Evaluating Economic Development Proposals

OBRA developed the following criteria which advance the City of Oakland's goals to create employment and business opportunities in all economic development projects. The following criteria apply only to economic development proposals:

- All economic activities should be compatible in type and scale with the site location.
- All proposals will be evaluated for the number of new employment opportunities generated at the NMCO.

- Revenue generating projects should require no City financial subsidies.
- Preference will be given to businesses which are economically viable in the near term and have long-term growth potential.
- Preference will be given to industries and economic activities that are environmentally compatible with the region.
- Preference will be given to economic activities that can exist year round.
- Preference will be given to economic activities which complement, sustain and diversify the economy of the greater East Bay region, contributing to the number and quality of new employment opportunities locally.
- Special consideration will be given to proposals which expand and improve the regional transportation system to provide better access to the site.

9.4 OBRA Public Outreach and Participation

Through the NMCO reuse planning process, OBRA's community mailing list grew to approximately 200 people who received notice of every meeting, agendas, minutes from past meetings, and other relevant information and packets. OBRA staff kept a reference library with all public documents and reuse planning information, all major deliverables, and all minutes, agendas, and information which resulted from the Community Advisory Group and monthly OBRA meetings for public review.

OBRA's major deliverables, including the Preliminary Alternatives, Maximum Density Alternative, and Draft Reuse Plan were made available to the public at local libraries and other locations. From April, 1995 onward, OBRA held monthly meetings, more recently in the City Council chambers in City Hall, to publicly vote on and receive presentations on reuse planning issues. For every Regular and Special meeting, staff provided public notices in accordance with the Brown Act, and provided notification in newspapers and through the Oakland Office of the City Clerk with respect to meetings and special events.

OBRA's community liaison, H & H Ecoprises, established a hotline for NMCO news, as well as OBRA staff having an office informational hotline, which provided updates on the NMCO reuse planning process.

It was OBRA's goal to not only involve the local NMCO community in the planning

process, but to reach the broader Oakland community and enlist their participation in the process. The following summaries illustrate the structured committees through which interested community stakeholders could regularly participate and contribute to the development of the NMCO Reuse Plan.

9.5 OBRA CAG Subcommittee Participation

Land Reuse Committee

The Land Reuse Committee was critical in developing the Evaluation Criteria for Proposals (supra) for the NMCO site. The committee addressed specific land use issues and established parameters for the choice of land uses at the site which ultimately became part of the NMCO Reuse Plan and.

Housing and Homeless Committee

This committee was formed with a focus on the Homeless Assistance Component of the NMCO Reuse Plan. It was an arena to address these issues, and provide a foundation for the development of the Homeless Negotiating Team, which ultimately led to the Homeless Agreement (MOU) included as part of this Plan.

Employment and Social Impacts Committee

This committee developed recommendations for addressing the job loss and devastating social impacts of the NMCO closure. They worked with a number of regional entities to ensure the Plan addressed these impacts, as well as coordinating efforts with other entities to develop regional strategies for addressing employment and social impacts of base closures in the area.

Finance and Legislative Committee

This committee met to discuss current finance and legislative issues related to reuse planning and conversion. They identified issues for Oakland's legislative advocates and tracked legislation on behalf of the OBRA.

VI. Reuse Planning in Oakland: Issues and Objectives

It is well-known that Oakland is a unique, complex environment in which to live and work. The same can be said for the environment in which planning projects are

developed. The reuse planning process is no different. In consideration of the viability of a base conversion plan within the City of Oakland, it is important that the Department of Defense understand the issues which make Oakland unique and the objectives which the Oakland community have made clear the Oakland Base Reuse Authority (OBRA) must attain to have a viable Reuse Plan. The following narrative highlights these issues, and provides contextual background to the development of this document.

- **In his visit to the East Bay area, President Clinton declared Naval Medical Center, Oakland and other regional bases a national model for effective defense conversion**

The Naval Medical Center, Oakland closure has placed the City of Oakland into the national spotlight. When President Clinton declared the City of Oakland and Alameda County a "National Model for Defense Conversion" in 1993, the newly established Oakland Base Reuse Authority (OBRA) drew a particular distinction as the Authority to develop, manage, and implement a Reuse Plan, the foundation of this critical conversion process.

In August, 1993, President Clinton made his commitment to federal investment in economic areas such as Oakland hit hard by military cutbacks. The President has repeatedly expressed his desire for the Department of Defense to allocate all necessary funding to base closure authorities to ensure a model defense conversion for Oakland and other regional military installations and to be creative and supportive of the efforts of the local reuse authorities.

- **The socio-economic situation of the City of Oakland places particular significance on OBRA's reuse planning efforts.**

Oakland, as one of the few U.S. cities with a labor surplus, is a more significant stakeholder than many other cities experiencing base closures because currently, Oakland faces high levels of unemployment while having an abundance of qualified workers. The socioeconomic impact of base closure on the workers and Oakland's economic forecast will severely impact future quality of life issues for City of Oakland residents. Although the closure of the NMCO site poses potential negative economic and social consequences for the City of Oakland, it presents an even greater opportunity for the Oakland community.

- **The size of the City of Oakland's homeless population and the complexity of the task of providing homeless assistance are unique to the NMCO reuse planning process**

Pursuant to Section 2(C)(iii) of the Base Closure and Homeless Assistance Act of 1994, OBRA is responsible for "...[undertaking] outreach efforts to provide information to homeless service providers, [consulting] with representatives of the homeless and to other homeless service providers, [considering] notices of interest from all interested parties concerning request for disposed property and assistance." As latter portions of the Act emphasize, OBRA is the body whose mandate is to address some of the needs of the sizeable local homeless population in developing the Reuse Plan.

In 1994, the Emergency Services Network estimated that over 6,000 people in the City of Oakland are homeless on a given day, and that many others are living below the poverty line and are at risk of becoming homeless. The level of homelessness and at-risk citizenry in Oakland is sizeable when compared with similarly situated municipalities. Therefore, OBRA, has had to coordinate homeless outreach to a quantifiably larger homeless population than most other communities facing base closures.

Locally, the City of Oakland has already developed a comprehensive plan for addressing the underlying causes of homelessness. The "City of Oakland Homeless Plan" offers a common vision to guide the City, County, and community in their efforts to provide a meaningful and long term response to what has become a national crisis. Participants in the development of the Homeless Plan have included City government, the business community, the Oakland Unified School District, the Oakland Housing Authority, non-profit organizations, homeless people, and homeless service providers.

As a result of the implementation of the Plan, Oakland has been commended by national homeless advocacy groups and a range of regional and national groups concerned about governmental and community response to the homeless crisis.

The co-existence of the Oakland Homeless Act of 1993 and the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 places OBRA in a particularly sensitive position with regards to homeless assistance. There are certain parameters established by the Oakland Homeless Act which OBRA must understand and maintain in addressing the issue of housing and homeless assistance with regards to base closures. Oakland is unique in the existence of a Homeless Plan; OBRA is unique in that it is one of the only LRA's which must work within parameters of both a City Plan and national Plan as it develops, manages, and implements its Reuse Plan.

While this has greatly increased the amount of work OBRA must do to be successful, by raising the level of community outreach, public discourse, and effective land use planning and negotiation with regards to homeless assistance in the City of Oakland, it is OBRA's belief that the binding agreement developed as part of the NMCO Reuse Plan exceeds its homeless assistance mandate under existing federal base closure regulations and is consistent with the objectives of the City's Homeless Plan.

- **Land Reuse and Personal Property Disposition Issues Place Heavy Demand on OBRA**

Unlike other sites set for closure, the NMCO site is adjacent to largely residential neighborhoods. Neighborhood Associations in the area surrounding the NMCO site include the following groups:

1. Sequoyah Hills
2. Sequoyah Hills/Oak Knoll
3. Toler Heights
4. Ridgement at Skyline Condos
5. Oak Knoll King Estates
6. Sequoyah Heights
7. Sequoyah Highlands
8. Durant Park Highlands
9. Chabot Estates
10. Grass Valley
11. Oak Knoll Heights
12. Chabot Park
13. Sequoyah View

OBRA has reached out to these groups throughout the reuse planning process. OBRA has enacted extensive informational, educational, and outreach efforts, engaging these groups in an attempt to be sensitive and responsive to their needs and requests.

- **OBRA is responsible for developing, managing, and implementing a personal property distribution plan for personal property which will be conveyed upon NMCO closure**

The U.S. Navy estimates that a significant amount of personal property will be conveyed during the implementation of the NMCO Reuse Plan. Consequently, a plan for distribution of this property had to be developed and all reasonable input and requests from groups seeking to receive property have been considered.

- **The character of the NMCO site raises complex issues when compared with other regional and national bases**

Unlike other regional base sites which are often in uninhabited desert or remote areas, the character of the land at the NMCO site brings highly sensitive land reuse issues to the forefront.

Simply stated, the NMCO site, with dramatic slopes and diverse topography, is only suitable for certain uses. The slope elevations, creeks, vegetation, soil character, and existing land are all issues which are unique to the NMCO site. OBRA has attempted to frame a Plan within the context of the site's unique character, which is detailed in a series of studies and reports, some of which are included in the final section of this document.

- **OBRA faces a particularly high level of community outreach and discourse when compared with other base closure authorities as Oakland is a diverse community with greatly diverse competing interest groups**

In Section II of the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, Congress stated that "redevelopment authorities should begin to conduct outreach efforts...with respect to an installation as soon as it is practicable after the date of approval of closure of the installation." The number and diversity of Oakland's interest groups and representatives require higher levels of time, input, and sensitivity than other regional communities. This places a great demand on OBRA to effectively communicate with and inform the Oakland community of issues surrounding the NMCO Reuse Plan.

Section III. Reuse Planning Analysis and Studies

VII. Naval Medical Center, Oakland Prevailing Trends and Conditions

A. History

Prior to the Navy purchasing the site in 1942, NMCO formerly served as the Oak Knoll Golf and Country Club. Since 1942, NMCO has served military and civilian families from World War II to the Gulf War. NMCO has pioneered some of the most innovative health-field programs and research in the world, including making significant advances in the fields of prosthetics, plasma production, tissue grafts, and nerve research.

B. Setting

The 183-acre NMCO site slopes west from a high point with dramatic views at its eastern edge. Steep slopes characterize much of the site. The site consists of approximately 135 acres of intensively developed, maintained, or landscaped areas. This includes buildings, roads and parking lots, and recreation facilities. Many buildings on the site were built in areas where the natural topography had slopes between 10% and 30%.

NMCO is in the southeastern portion of Oakland, east of the MacArthur Freeway (U.S. Interstate 580) between the Keller Avenue and Golf Links Road exits. It is approximately eight miles from downtown Oakland. The neighborhood is known as "Oak Knoll" and is dominated by single family homes, condominiums, and apartments, with limited retail services along Mountain Boulevard immediately north of the base, and also in the 19,000 square foot Ridgemont Plaza strip center on Keller Avenue to the east. There are no neighborhood shopping centers or major supermarkets in the immediate vicinity of the site. The Site Location Map shows the site in a regional context.

The most important residential subdivisions in the Oak Knoll neighborhood include Skyline Hills, a 299-unit apartment complex built in 1986 on the north side of Keller Avenue; the adjacent Ridgemont at Skyline condominiums, a 66-unit project built in 1987, and the Oak Knoll Heights condominiums, a 60-unit complex built in 1982 on the west side of Mountain Boulevard, directly across from the site.

Campus Drive, running north from Keller Avenue, has the Ridgemont subdivision with single-family homes which have sold for approximately \$400,000 to \$1,000,000 over the

last few years. Other single-family homes in the areas, built since the 1940's, typically sell for prices between \$100,000 and \$300,000. The Neighborhood Boundaries Map indicates the neighborhood and homeowner associations surrounding NMCO.

The area is serviced by the Oakland Unified School District. The local schools are Howard Elementary and King Estates Junior High, located on Fontaine Street on the west side of I-580, and Skyline High School, located on Skyline Boulevard north of the site. Private and parochial schools are also located in the area.

The neighborhood is bounded by steep slopes on the north and east, I-580 on the west, and the Sequoyah Heights neighborhood on the south. An estimated 70% of the site has slopes over 15%. The north, east, and south sides of the neighborhood are surrounded mostly by open space, community uses, and recreational uses. The largest is the Anthony Chabot Regional Park, east of Skyline Boulevard in an unincorporated area of Alameda County. Leona Heights Regional Open Space is north of the site and is accessible through the Ridgemont at Skyline condominiums. The Merritt College, a two year community college, is immediately north of Leona Heights. The Sequoyah Country Club, a private golf course, is south of the site. Further south is Knowland State Arboretum and Park with the Oakland Zoo, the Lake Chabot Municipal Golf Course, and Dunsmuir House, a historic estate belonging to the City of Oakland.

No Oakland Public Library branches are near Oak Knoll. The closest branches are the kiosk branch at the Eastmont Mall and the Elmhurst branch at 88th Avenue and East 14th Street.

C. NMCO Building Inventory

There are a total of 89 structures on the Oak Knoll base including the hospital building, Club Knoll, residential housing units, 100 dormitory-style units at the Bachelor Enlisted Quarters for single enlisted personnel and other miscellaneous structures. Most of the buildings on the site were built prior to 1949. In 1969 the enlisted family housing was constructed in the northwest corner of the site; and in 1974 officer housing was built near Club Knoll east of the recreation facilities. In 1975 Sea-West Federal Credit Union was built on the site.

The Naval Hospital building, a nine-story 431,000 square foot structure, does not meet the California Hospital Act of 1972 seismic safety standards. A 1974 Navy study found the hospital building exhibited grossly inadequate structural properties. The study suggested two retrofitting approaches, one of which the Navy pursued in a 1986 seismic retrofit design study. The approach chosen included a series of buttresses around the exterior of the building, one on each side. The estimated cost for the work

was \$30 million¹⁷. When the Navy solicited design plan bids, the lowest cost estimate was \$46 million. The additional 50% cost increase was attributed to the Navy requiring the hospital to remain operable during retrofitting. Navy officials determined at that time to forego the project. The building currently does not meet minimum life safety standards.

Club Knoll, the only remaining original building on the site, was designed by William McCormack and built in the late 1920's, when the site was a golf and country club. Despite its local historic value and beauty, it was not considered of enough architectural or historic significance for inclusion on the National Register of Historic Places. As of August, 1995, Club Knoll was placed on the preservation study list by the City of Oakland's Landmark Preservation Advisory Board.

The Existing Buildings Map indicates the structures at NMCO.

D. Civilian Workforce

According to the July, 1995 Oakland Private Industry Council application to the State of California to provide services to NMCO workers in transition, there were 618 civilians employed at NMCO when closure was announced. A survey of the civilian workforce was completed in November, 1994 to assess the workers interest and identified needs for retraining, reemployment, transition support and related services. Of the civilian workers surveyed, 70% of the workers requested retraining and transition support services.

The Navy implemented an Employee Transition Service Center in August, 1994 (staffed by NMCO and Human Resources Department, Office of Public Works) to assist civilian employees in securing gainful employment before the closure of NMCO. Staff from the State of California Employment Development Department (EDD) field offices in Oakland, and staff from the Oakland Private Industry Council (PIC) worked in collaboration to promote and support a full range of services and activities to assist the civilian workers in their transition to new employment. Through the efforts of the EDD and Oakland Private Industry Council, 91 civilian workers found employment at either another military site or federal position.

Upon closure, the Navy personnel located at NMCO who wish to remain in the military service will be transferred to other military bases. The Navy personnel who choose to retired or not to re-enlist will seek employment opportunities on their own behalf.

¹⁷

Included \$8-10 million HVAC improvements

E. Zoning and Planning

Existing zoning in the area contiguous to the site allows primarily residential development--single family residential, medium density apartment, and low density garden apartments, with other uses approved on a case by case basis (R-30, R-40, and R-50). At the northeast corner of the site, the City of Oakland zoning plan shows an area zoned for small scale commercial (C-10) and across Keller Avenue at that edge there is also zoning for a shopping mall (C-20).

The NMCO site is zoned R-30, one-family residential. The City of Oakland's R-30 zoning allows for a single dwelling unit per lot designation, with minimum lot size of 5,000 square feet. Conditional use permits may be granted for certain other uses, including community assembly, education, and non-assembly cultural use.

The City of Oakland is currently conducting a comprehensive City of Oakland General Plan update. The first element to be adopted was the Historic Preservation Element (March 1994). The City adopted the Open Space, Conservation, & Recreation Element in late 1994, followed by the Land Use and Transportation Elements in 1996, and various other elements including housing. Until the General Plan update is completed, the Oakland Policy Plan (last amended in 1972) is regarded as the most current and comprehensive statement of the City's General Plan goals and policies.

The Zoning Map indicates the City of Oakland zoning designations surrounding NMCO.

F. Transportation System

Regional vehicular access to the site is provided by Interstate 580 (I-580) and State Route 13 (SR-13), via the Keller Avenue and Golf Links Road Interchanges, off I-580. In general, the two freeways operate at acceptable conditions in the vicinity of the site; however, occasionally during the peak periods, freeway traffic may travel at speeds of less than 55 miles per hour. The I-580 northbound off-ramp at Golf Links Road experiences vehicle queuing and delays during the PM peak hour.

Local vehicular access to the project site is primarily via Mountain Boulevard and Keller Avenue. The main access point is off Mountain Boulevard and the secondary access is located off Keller Avenue. The Keller Avenue access gate is now closed.

The existing project site generates approximately 8,860 vehicles per day, of which approximately 95% use the Mountain Boulevard access. Most of the key intersections within the site have no signals, and are either controlled by two-way stop or four-way stop signs. In general, most of these intersections operate efficiently. Locations which experience long traffic delays include the I-580 southbound off-ramp and northbound

on/off-ramps at Golf Links Road and Mountain Boulevard. The City of Oakland has scheduled to place traffic signals at the Golf Links Road/I-580 northbound on/off-ramp intersection and the Golf Links Road/I-580 northbound on/off-ramp intersection by November, 1996.

The NMCO site has an extensive internal roadway system which include Blackwood Street, a two-lane roadway with no parking on both sides of the street and functions as a spine of the site and links the main gate with Oak Knoll Naval Hospital; Trojakowski Street, a two-lane road which provides access to the residential area on the east side of the site and the recreational areas to the south; Alexander Street, which provides access to the south side of the site; Crowley Street, a four-lane (two lanes in each direction) roadway, which provides access to the Keller Avenue gate from Blackwood Street; and Evans Street, a two-lane roadway with steep grades at several locations, which provides access to the administrative offices and support facilities on the north side. The numerous minor street connections and parking lot driveways cause inefficient traffic flow on Evans Street.

Existing census data for the residents of the Oak Knoll area indicate that approximately 82% of the residents drive to work, 8% use public transit, 6% use non-motorized transportation, and 4% work at home.

Public transit access to the site is provided by AC Transit (local route 46 and Transbay Route NV). The Route 46 has stops located outside the main gate. The route provides service to the Coliseum BART station every 15 minutes during the peak hours and 30 minutes during the non-peak hours. The Route NV makes one round trip per day. Ridership on these lines is generally low.

G. Electrical System

The present electrical network consists of a three wire, three phase system with power supplied by Pacific Gas and Electric Company (PG&E). The electrical network is primarily through a 12.5 kilovolt (KV) power distribution system. The primary 12.5 KV system is connected to the PG&E system at Mountain Boulevard, near the south gate and terminates at the main switch gear. The main feeder, consisting of three 397.5-MCM aluminum conductors, carries the power from the main substation to the distribution transformers. A secondary loop with three No. 6 copper conductors serves the west and north portion of the project site. Most of the electrical network is overhead, except for short underground sections. The Navy purchases power from PG&E.

The Navy Public Works, San Francisco, sells the power to the individual power users on the site. Currently, a computerized allocation system which models customer's use in combination with the available meters are used. This allocation system determines

compensation rates based on prorating the data collected by the existing meters and the type of usage by the individual customers.

The primary distribution network has a capacity of 522 amperes at 11,275 kilovolt amperes (KVA). The secondary network has a capacity of 130 amperes at 2,815 KVA. The sum of the capacities of all the distribution transformers is 8,622 KVA. This capacity is adequate for the present usage at the site, except for the hospital. It is standard practice to provide power to a large hospital from two different substations. Currently the hospital is supplied by one substation. According to a 1983 order-of-magnitude estimate by Buonaccorsi and Associates, installation of the second power source from a different substation and its related work would cost approximately \$1.8 million.

Based on a PG&E preliminary study, many of the poles and corsairs are deteriorated and require replacement. A portion of the distribution system is underground. The underground manholes are 24" in diameter which does not meet the PG&E standard of 36" diameter manholes. The overall distribution system does not have a sufficient number of meters to monitor individual structures and service users at the present time.

H. Natural Gas

PG&E is the supplier of natural gas through three main pipeline systems. Two of these systems are owned by the Navy and the third by PG&E. All systems were originally constructed with steel pipes. The Naval system was constructed in 1969. It consists of 3", 2.5" and 0.25" diameter pipes. A major portion of the distribution system uses polyethylene lines. The upgrades included a new 10' main to supply the new steam plant in Building 512 (Boiler Room for the Hospital), with laterals to Buildings 501 (Bachelor Enlisted Barracks) and 8 (Medical Building), and a new 6' main to the northeastern area of the base. The PG&E lines are over 40 years old. Gas pressure is regulated throughout the distribution system.

I. Sanitary Sewer System

Sewage is collected through a gravity system of 6", 8", 10" and 12" vitrified clay and PVC pipes. The storm sewer system is independent of the sanitary sewer collection network. The sanitary sewer system is connected to the City of Oakland sewer system at Mountain Boulevard. In addition to this system, two City of Oakland systems traverse through the project site. There are some minor connections to these two systems. Based on a 1985 utility assessment, a major system upgrade was completed. The sanitary sewer upgrade in 1985 involved sliplining all 6", 8", and 10" sewer lines.

J. Potable and fire protection water distribution

One major and two minor East Bay Municipal Utility District (EBMUD) systems provide water to the site. These systems are connected to a Navy-owned water distribution network. The major system is a combined potable and fire protection system. This system obtains water from three separate metered connections located at Keller Avenue from the north, Mountain Boulevard from the west, and Sequoyah Road from the south. The overall system is capable of delivering 3,600 gallons per minute of water to the site. The water distribution system within the site is owned by the Navy. The system consists of 4", 6" and 8" cast iron and asbestos cement piping. The cast iron piping system was constructed in 1942 and the asbestos cement system in 1968 and in the 1970's. The Navy-owned water system was examined in a 1985 Bechtel Corporation study. This study recommended a phased system wide replacement be completed by 1994. No major water line replacement appears to have been done since the publication of that report.

The water pressure at the EBMUD connection points are 110 to 140 pounds per square inch gauge (psig). According to the Navy, the water pressure in building 500 is adequate. There have not been water problems that were associated with pressure drops.

K. Telephone

The existing telephone switchboard at the site is an AT&T System 85, Version 2, Release 3. This switchboard and new cables and conduits were installed in January 1989 with the "switch" capacity of serving 5,000 telephone lines and expandable to 10,000 lines. Most of the telephone wires are overhead. The distribution network is adequate and wires are in good condition. The current system is consistent with government regulations and specifications but is currently not compatible with commercial use. Upgrading the "switch" which services the site is not cost effective; however, under civilian reuse, the switch could be bypassed and new users could be delegated charges compatible with market rate for establishing new service.

L. Storm Sewer System

The surface water collection system in the NMCO site consists of gutters, catch basins, and collector lines which convey the run-off to the creek running through the project site. The present collection system at the site provides adequate capacity for the present development. Future redevelopment of the site may require some modifications and additions to the collection system in conjunction with improvement to or new construction of roadway systems.

M. Steam and Condensation System

In 1989, the Military Construction Project P-048 terminating the old steam plant was completed. Under this contract small individual steam boilers, hot water boilers, gas fired furnaces or unit gas or electric heaters replaced the central heating unit. A new steam system was provided for the hospital and additional gas lines were added. These systems are essentially a part of the mechanical system of the building they serve and are no longer considered utilities. All of the existing steam and condensate lines were abandoned in-place and the old boiler was secured.

VIII. Environmental Clean-Up¹⁸

A. Introduction

NMCO is not listed on the Environmental Protection Agency's National Priorities List and does not contain any Navy Installation Restoration Program sites. An Environmental Baseline Survey (EBS) identified the possible need for additional investigation, including storm drain and sewer line assessments, as well as evaluation of potential contamination of the creeks. A radon survey was completed before the base was listed for closure and indicated no further action was required.

In March, 1996, the Base Realignment and Closure Environmental Plan was completed. One hundred and one acres of the site are identified as Environmental Condition of Property Category 1 parcels. This category designates the parcels as suitable for transfer as they have had no hazardous substances activity occurrences. No migration of those substances to the parcel from adjacent areas is known or suspected. One and a half acres are identified as Environmental Condition of Property Category 2 parcels, which designates them as suitable for transfer. Those parcels previously stored hazardous substances which resulted in neither release nor migration of hazardous materials. The remaining 80.8 acres are identified as requiring additional evaluation. To comply with the potential reuse of the site, residential clean-up goals are being used to determine clean-up strategies where appropriate.

Based on the findings of the 1994 EBS, the Navy developed a sampling and analysis plan to investigate areas requiring additional evaluation. The EBS field sampling and analysis plan was implemented in November 1995, and is scheduled to be completed

¹⁸

The environmental clean-up in this report is based on the "Comprehensive Long Term Environmental Action Navy (Clean II) Report" prepared for the Department of the Navy, Engineering Field Activity West, Naval Facilities Engineering Command, San Bruno, California, by PRC Environmental Management, Inc., on February 13, 1996.

in July 1996. The following describes the areas being investigated under the EBS Sampling and Analysis Plan.

Parcel 110. Seven buildings on Parcel 110 house the Public Works Center workshops in which plumbing, metal machining, carpentry, electrical, and other general repairs were conducted. Sampling results will reflect whether past storage and handling hazardous wastes have resulted in a release to the environment.

Parcel 153. Two 10,000 gallon capacity aboveground storage tanks used for diesel fuel storage were recently sold and removed from the parcel. Results from samples collected near the valves of the tanks will reflect whether a release from the diesel storage tanks has occurred.

Parcel 157. Ground maintenance activities in buildings on Parcel 157 include the storage of petroleum products and pesticides. Results from soil samples collected near the storage areas will show whether historic pesticide mixing, storage, and use have resulted in a release to the environment.

Parcel 159. Buildings on Parcel 159 were used for vehicle maintenance, vehicle wash, and fueling. Results from samples collected at the historic vehicle wash-down area will reflect whether a release of solvents and petroleum degreases to soil has occurred.

Building 500. A small quantity hazardous materials accumulation point located outside Building 500 will be decommissioned as NMCO completes its hazardous materials draw-down process.

Sanitary and Storm Sewers. Sanitary and storm sewer lines were identified for sampling based on the nature of potential upstream sources draining into the system. Sampling results will show whether releases to subsurface soils have occurred in the target corridor locations. Twelve different utility corridor locations have been identified for sampling.

Rifle Range Creek. The natural surface stream originates north of NMCO and ultimately flows to San Francisco Bay. Results from surface water and sediment samples collected in the creek will show whether past practices conducted on adjacent parcels have affected the creek. Runoff from parcels 110, 153, 147, and 159 may drain into the creek.

The Environmental Base Line Parcel Map indicates the Base Realignment and Closure Cleanup Plan for NMCO.

After these activities have been completed, the parcels will be re-evaluated to determine whether the environmental condition of property designated can be re-classified.

B. Compliance Programs

Ongoing closure-related activities for the compliance programs are summarized below.

C. Underground Storage Tanks

In December 1991 the following Underground Storage Tanks were removed: 510A, 510B, 510C, 510D, and 111A - Tanks 510A, 510B, 510C, and 510D were removed from the Navy Exchange Gas Station, at Building 510, and Tank 11A was removed from the transportation area near Building 117. Soil samples were collected from the tank excavations at the time of removal. Residual contamination at these sites was investigated in February 1994, and no contamination was detected at Tanks 11A and 510D. Closure of these tanks was approved by the Regional Water Quality Control Board (RWQCB) in 1994. Soil contamination was detected at Tank 510A, 510B, and 510C excavation sites. A second investigation of the site was completed to determine the vertical and lateral extent of contamination. The need for future actions is currently being evaluated by the RWQCB and the Base Closure Team.

In May, 1986 the following Underground Storage Tanks were removed from the former Navy Exchange gas station at Site 214: 214A, 214B, 214C, 214D. No samples were collected from this site at the time of removal. A soil investigation has been completed at 214. Based on the results of the investigation, no further action is recommended at Site 214.

A soil investigation was completed at Site 22 in conjunction with Site 214. The ERM-West report indicated a Underground Storage Tank may remain at Site 22.

At Site 163 and Site L63 a two 750 gallon Underground Storage Tank containing home heating oil was operated by the Navy housing agency (Public Works Center) and was used as the Base Commander's and Executive Officer's houses (Quarters D and E). When the heating systems for these houses were converted to natural gas, the tanks were taken out of service.

The Environmental Base Survey indicates spills occurred at these tanks from overfilling. The tanks were removed by the Navy Public Works Center, San Francisco in December, 1994, and soil samples were collected from the tank excavations. Based on the home heating oil exclusion from Underground Storage Tanks regulations in the state, these tanks will be closed by the Regional Water Quality Control Board.

D. Aboveground Storage Tanks

Three remaining inactive Aboveground Storage Tanks remain at the site. These tanks, one at Bldg. 22, two at Building 108, will be removed. Only one active Aboveground Storage Tank at Building 500 (the hospital building) remains. The determination of this tank's removal is directly depended upon the reuse activities at the site.

E. Hazardous Materials and Waste Management

The Navy has established a hazardous materials control and management committee promoting the safe use and minimization of hazardous materials. Oak Knoll has prepared a hazardous materials draw-down plan to remove all hazardous materials from the base by September, 1996.

F. Solid Waste Management

The Environmental Baseline Survey identified a potential off-site disposal area behind Building 22. Based on interviews with former Navy personnel, this area is not part of Navy property. The nature of the debris in this area is reported to be largely construction waste. The Navy is currently assessing the area inside the site property line adjacent to the alleged disposal area.

G. Air Emissions

A Preliminary Emission Reduction Credit Allocation Plan for Oak Knoll was completed in January 1996. The plan presents an air credit allocation approach to balance the needs of future reuse options and requests from other military installations regarding the banking of air credits from the Bay Area Air Quality Management District.

H. Asbestos

An asbestos inventory was completed for all residential buildings in 1994. Asbestos abatement for buildings where friable, accessible, and damaged asbestos was found was completed in 1995. The final report documenting the results of the abatement is expected in May 1996. Friable asbestos in Building 22 still remains and requires abatement.

I. Radioactive Waste

Oak Knoll has permits issued by the Navy Radiological Safety Committee for the use and storage of radioactive materials at specified locations. Radiation screening of buildings with a radiological history is currently being conducted. Radiological

clearances will be obtained by NMCO from the Radiological Affairs Support Office and the Navy Environmental Health Center review of Oak Knoll radiological activities.

J. Lead-Based Paint

A lead-based paint survey was conducted for residential buildings in 1995. The final report documenting the results is expected in May 1996.

K. Execution Issues

The major execution issues at NMCO include finalizing the closures of Underground Storage Tanks 510A, 510B, and 510C as well as tanks located at Site 23. The Site 22 investigation indicated that one Underground Storage Tank is suspected to remain on the site. Underground Storage Tanks 500A, 505A, 512, 141A, and 141B all are currently slated for removal. Another issue will be to confirm the existence of the tanks and conduct further activities, as required. Asbestos at Building 22 requires abatement by Public Works Center, San Francisco.

An issue for OBRA in creek restoration will be careful identification and location of existing utility and steam lines in close proximity to the creek. To safely execute this project, OBRA should work closely with Facilities Management prior to closure to properly plan this endeavor.

IX. Seismic Evaluation

There are a number of paramount seismic issues related to the conversion and reuse of Naval Medical Center, Oakland.

First, the Naval hospital building (Building 500) does not comply with the California Hospital Act of 1972. A 1974 study commissioned by the Navy found that the hospital building exhibited grossly inadequate structural properties. The study suggested two seismic retrofitting approaches, one of which the Navy pursued in a 1986 seismic retrofit design study. As mentioned earlier, the chosen approach was nicknamed the "book-end" scheme, involving additional structural bracing on each side of the building, anchored deep into the earth. The estimated cost for this work was \$30 million (including \$8-10 million for HVAC improvements). When the Navy issued a design plan bid, the lowest estimated cost was \$46 million. The 50% added cost was attributed to the need to maintain hospital operations during the retrofitting. Navy officials determined at that time to forego the project.

To determine the potential reuse of the buildings on site as part of the base reuse planning process, a seismic evaluation was performed on the hospital building and 39 other key buildings. The seismic evaluation was completed in September, 1995 by Degenkolb Engineers for Woodward/Clyde Consultants. The study examined the hospital building subjected to a lateral load of 13.7% gravity, in accordance with the 1994 Uniform Building Code and its requirements for concrete bearing shear wall buildings.

A new upgrade scheme was developed for the building, providing life safety to the structure while utilizing the existing lateral load system. Proposed elements included a new steel braced frame along exterior walls, new shear walls at the end of each "cruciform," steel gravity frames along the exterior lines of the lower base structure and steel jackets in the hinge regions of the interior columns. It was recommended that bracing be done to the two-story mechanical penthouse above the roof level and essential mechanical and electrical systems.

NMCO is situated at the edge of the Oakland hills just east of San Francisco Bay, 19 miles from the San Andreas fault and one-half mile from the Hayward fault.

This hospital building site was graded flat and is surrounded by two hillsides on the east and north. Previous reports for the Navy indicated that the hospital would suffer major damage and possibly partial collapse in the event of a major earthquake. The strengthening scheme was developed to provide life safety in a major earthquake.

CHART 14.0 FAULTS CAPABLE OF SIGNIFICANT DAMAGE TO THE OAK KNOLL SITE

FAULT	Distance from Site (miles)	Maximum Historic Earthquake Magnitude	Maximum Credible Earthquake Magnitude
Hayward	1	7	7
San Andreas	15	8	8
Calaveras	9	6.5	7

The main assumption applied to the seismic evaluation was that the Oakland Base Reuse Authority would acquire the hospital building and utilize it not as a hospital, but as a commercial structure or office building. The building was examined for conformity with requirements for non-essential structures based on the 1994 Uniform Building Code. This estimate was made with the assumption that the building would be vacant

during the preparation and construction of the structural upgrade. The estimate was based on a construction schedule of 18 months. At that pace of work, the study provided a cost estimate for the seismic upgrade and associated work performed with the structural upgrade of the hospital building to be \$15,391,000. This total equals \$35.71 per square foot of building space. The estimate gives no consideration for replacing architectural finishes damaged in performing the structural work or handling the existing hazardous materials in the building. This cost also does not include the cost of remodeling or interior tenant improvements.

Based on the life-safety upgrade cost of \$15.4 million and given that no major user or market has emerged for the hospital building, the Draft Final Reuse Plan slates the hospital building for demolition.

The other 39 buildings were selected for evaluation based on the Oakland Base Reuse Authority's priorities and criteria for potential reuse. Each building was evaluated for a life-safety performance objective, based on the methodology outlined in the FEMA-178 *NEHRP Handbook for the Seismic Evaluation of Existing Buildings*. For each building that did not meet a life-safety performance objective, an estimated construction retrofit cost analysis was based on FEMA-156 *Typical Costs for Seismic Rehabilitation of Existing Buildings*.

Out of the 39 buildings evaluated, most of which are wood-framed housing units, a total of 11 buildings would require strengthening before they could be reused. The cost of strengthening the buildings expected to be reused, just to bring the buildings up to code for uses similar to those of the Navy while they occupied them, was estimated by Degenkolb Engineers to range from \$2,082,139 to \$4,199,144; however, it must be noted that it is likely the City of Oakland will need to conduct additional seismic evaluations to test if all the buildings it plans to receive through Public Benefit Conveyances will require seismic and general building upgrades before they can be put into reuse with new types of public activities.

CHART 15.0
SEISMIC EVALUATION UPGRADE - BUILDING COST SUMMARY

Building	Area (sq. ft.)	Lower Bound		Upper Bound	
		Cost	\$/S.F.	Cost	\$/S.F.
Club Knoll - No. 18	43,476	\$1,777,733	\$40.89	\$3,718,502	\$85.53
Training Facility - No. 101	18,664	\$298,624	\$16.00	\$466,600	\$25.00
Public Bathroom - No. 507	413	\$5,782	\$14.00	\$14,042	\$30.00
TOTAL	62,553	\$2,082,139	\$33.29	\$4,199,144	\$67.13

X. Demolition and Reuse of Existing Buildings

Buildings Being Considered For Reuse¹⁹

The structures being considered for reuse include 18, 19, 69, 101, 101A, 125, 131, 131A, 137, 138, 147, 505, 505A, 507 and 513. These structures are being requested through the Public Benefit Conveyance process. These structures are:

18	Club Knoll
19	Club Knoll Garage
69	Dormitory
101	Administration Building
101A	Boiler Room
125	Water Well
131	Office
131A	Boiler Room
137	Pool Equipment Room
138	Swimming Pool
147	Racquetball Court
505	Warehouse
505A	Generator
507	Public Restroom
513	Parcourse (2 sets)

¹⁹ Source: NMCO Facilities Management

Other structures being considered for reuse are houses 4000, 4001, 4002, 4003, 4004, 4005, 4006, 4007, 4009, 9020, 9022, 9024, 9026, 9028, 9030, 9032, 9034 and 9036.²⁰ Another existing building being considered for reuse belongs to the Sea West Federal Credit Union, which plans to remain on site.

Asbestos issues

In 1994, a team from the Mare Island Naval Shipyard completed the *Asbestos Survey Report, Oak Knoll Naval Hospital* documenting the location of non-friable and friable asbestos in the existing structures at the facility. The report indicated most of the asbestos found in the structures is non-friable (considered as safer to building inhabitants and less dangerous to remove). Friable asbestos was found in several buildings. The report recommended remedial action to abate the threat posed to human health, either by removal or encapsulation of the hazardous material. In 1995, the Navy encapsulated or removed friable asbestos from buildings in order to meet its safety standards.²¹ Additional asbestos abatement work is scheduled to be completed at the base before operational closure of the base.

It has not yet been definitively determined how the asbestos abatement program performed by the Navy will impact the overall cost of removal and disposal of the buildings targeted for deconstruction or demolition; however, based on informal conversations with City of Oakland environmental and building engineers, the cost could increase or decrease depending on the abatement techniques used in each building, on a case-by-case basis. The abatement work performed by the Navy should not be construed as having eliminated the need to perform the necessary asbestos removal work prior to deconstruction or demolition of the buildings. The great majority of buildings and structures on the site are slated for destruction. Most of these are wood-framed buildings with redwood as the predominant building material.²²

Demolition of the hospital building (Building 500) is expected to be very costly, including clean-up and remediation of the location where the hospital building is situated (based on informal estimates by Navy PWC, San Francisco Bay, and local demolition contractors). The cost of deconstructing or demolishing the wood-framed buildings is expected to be significantly less, but very costly nonetheless, largely because of the prevalent need to perform asbestos removal in nearly all of the buildings on site.

²⁰ Source: Housing Department, Navy PWC

²¹ Source: U.S. Navy, EFA West, Environmental Department

²² Source: NMCO, Facilities Management

Demolition and Solid Waste Issues

Under the Integrated Waste Management Act of 1989 (AB 939), all California Cities and Counties are mandated to achieve a 50% reduction in the total amount of solid waste going to landfills by the year 2000. Each city's projected waste stream and its specific plan for reducing it are contained in a document called the Source Reduction and Recycling Element. If local governments do not attain the required reductions, the law provides for severe penalties. This law is administered by the California Integrated Waste Management Board, an agency of CalEPA.

On October 12, 1995, the Secondary Materials Industries Working Group met at Oak Knoll to explore the opportunities and challenges posed by construction and demolition activities at the closing military bases in Northern California. The following are the recommendations and action steps from that workshop:

- Coordinate the activities of the Local Reuse Authorities with those of the military
- Fold salvage into the Community Reuse Plan
- Promote salvage and reuse job opportunities
- Assist businesses that use salvaged and value added materials
- Educate communities and special target audiences about the advantages of demolition, salvage, reconstruction, and reuse

Demolition of existing buildings at the site has the potential to generate many thousands of tons of waste material. The City of Oakland and the County of Alameda are concerned about the effect that massive amounts of solid waste from closing bases could have on their ability to achieve mandated waste reduction levels. Because of this, it is essential that waste management is given careful consideration when plans for building removal at the NMCO site are prepared. Demolition contracts will be structured to require maximum feasible salvage and recycling of building materials, with a minimum target of 50% of total material resulting from building removal being salvaged or recycled. In order to maximize the beneficial reuse of building fixtures and materials, primary emphasis will be placed on salvage for reuse, with recycling as the secondary strategy.

As an expression of the City of Oakland's and the County of Alameda's commitment to incorporate salvaging and recycling into demolition activities, the City of Oakland

received a grant in 1996 from the Alameda County Waste Management Authority to perform an evaluation of salvage/recycling potential of the hospital building (Building 500) at Oak Knoll. A contract to perform this work is expected to be executed during the summer of 1996. This evaluation will include a cost comparison of salvage/recycling vs. traditional demolition, an inventory of materials/ items that will be salvaged, recycled or disposed, and recommendations for demolition procedures to maximize salvage. The evaluation will become a part of the planning process for the ultimate disposition of Building 500.

Other San Francisco Bay communities with closing military bases are also struggling with the challenge of managing demolition wastes. In recognition of the importance of abiding by AB 939 goals, local cities are incorporating salvage requirements into their demolition and deconstruction plans. At the Presidio in San Francisco, demolition contracts contain guidelines for recycling and salvage of construction materials that must be met by demolition contractors. At Hamilton Air Force Base, the City of Novato requires that demolition contractors do "everything possible" to ensure that recycling activities are incorporated into demolition on the site. Creative reuse practices call for a large percentage of the asphalt and concrete from building demolition to be used to develop new roads at the site, roof tiles to be reused as roofing material for the new structures at the site, and wood to be salvaged for reuse in other buildings, sold to building contractors for off-site reuse or remaining on-site to be used as mulch.

XI. Environmental Impact Statement/Environmental Impact Report

Review of the 100% Administrative Draft EIS/EIR document identifies the potential environmental impacts of the reuse alternatives and the Draft Final Reuse Plan. Comparing the impacts of the reuse alternatives and the Draft Final Reuse Plan show that the levels of impact to the environment are approximately the same for each alternative. The level of impact to the 13 different environmental categories being evaluated indicate that impact ranges from no impact to significant impact; however, there are ways to mitigate the land use activities that are taking place at the site.

The following is a summary of the EIS/EIR document findings. The report found that there will be no effect on cultural resources by any of the land use activities. The impact on the environmental categories of land use, aesthetics and scenic resources, water resources, utilities, and hazardous materials and waste, for a majority of the alternatives and final land use activity being proposed, is found to be insignificant.

For the remaining categories evaluated, which include socioeconomic, public services, biological resources, geology and soils, traffic and circulation, air quality, and noise, the

report found that any of the alternatives and the Draft Final Reuse Plan all had the same result. The impact is found to be significant and mitigable. The report identifies ways to lessen the impacts of the action on the environment.

The following table lists (1) a resource that is impacted by the Reuse Plan, (2) the projected impact created by the Reuse Plan, and (3) a suggested action to mitigate the impact.

Resource	Impact of Reuse Plan	Mitigation Measure
Socioeconomic	Would have impact to schools.	Provide funding for new schools, add portable classrooms, or bus to less crowded school.
Public Service	Would require one new full-time police officer on a 24-hour, 365 days per year basis.	Use the revenues generated from development to hire additional police.
Aesthetics and Scenic	Could impact views to the site if the ridge is developed.	Careful location and design of buildings would reduce the impact to non significant status.
Biological	Potential for removal of Alameda Whipsnake habitat. This becomes a non-issue if no Whipsnakes exist on site.	The Navy is currently surveying the property for Whipsnake presence. If it exists, the City should consult with the California Department of Fish and Game regarding appropriate mitigation. Solutions could possibly include enhancing other Whipsnake habitat.
	Removal of native vegetation along Rifle Range Creek would impact the riparian corridor.	A habitat restoration plan should be developed for the site during restoration activities in Rifle Range Creek.
	A substantial increase in the number of people residing on the site and using the site for	Construction of trails through native habitats would encourage people and domestic animals to use trails. Interpretive

recreation could result in significant indirect impacts to both sensitive species and habitats. signs placed along trails will educate people in the importance of species and habitats.

Geology and Soils

Seismic impact due to reuse of existing buildings could occur. Existing structures identified for reuse should be evaluated to determine cost-effectiveness of seismic upgrades.

XII. Implementation of NMCO Reuse Plan

Implementation Action Plan

Introduction

The purpose of the Implementation Action Plan is to provide a road map to move from the Final Reuse Plan to implementation and development at NMCO. This plan outlines roles and responsibilities of the OBRA and the City of Oakland.

Land Use

Environmental Review: The Navy and the City of Oakland began preparing their joint Environmental Impact Statement/Environmental Impact Report (EIS/EIR) in September 1995. The Final EIS/EIR is scheduled to be completed in September or October, 1996. The final release 30 day no action review is expected in November, 1996. The public decision is scheduled to be published in the Federal Register in November or December, 1996. If there are future changes to the development plan that were not covered in the EIS/EIR, there might have to be additional revisions to the EIR.

General Plan Update: The Naval Medical Center Oakland's site is zoned R-30. The City of Oakland's R-30 zoning allows for a single dwelling unit per lot designation, with a minimum lot size of 5,000 square feet. Conditional use permits may be granted for community assembly, education, and non-assembly cultural use. The R-30 classification does not allow for golf course, driving range, commercial/retail, corporate campus, active recreation and open space.

To implement the golf/residential, mixed use, open space, and active recreation land use components of the NMCO Draft Final Reuse Plan will require rezoning of the site. Rezoning of the site follows the completion of the EIS/EIR, Navy's Record of Decision, and adoption of the Final Reuse Plan by the OBRA. The City's General Plan and Zoning Ordinance are the legal documents that establish land entitlements and uses for redevelopment and reuse of the site. The City of Oakland is currently updating the General Plan. The adopted Final Reuse Plan should be incorporated into the City of Oakland's updated General Plan. A new zone designation will need to be developed for the entire site.

Financing

Navy Caretaker Agreement: OBRA should negotiate an agreement with the Navy establishing responsibility for the security, maintenance, and environmental restoration activities of the site.

Grant Funding Sources: OBRA and the City of Oakland should form a financial implementation advisory group. The advisory group should consist of representatives of the City Manager, City Attorney, Finance Department, Office of Economic Development and Employment, Building and Planning, Public Works, Housing and Neighborhood Development, and Parks and Recreation. This group should develop the road map for potential available funding sources (federal, state, private sector, and foundation funding) and develop financial mechanisms to attract master developers to the site.

OBRA and the City of Oakland should immediately seek grants for road and street improvements, demolition, and infrastructure from the U.S. Department of Commerce Economic Development Administration Grant Program.

The City, in association with Alameda County should work to collect all taxes and fees (property tax, sales tax, Measure O, Lighting and Landscaping Assessment District, fire assessment) each entity is entitled to receive.

Transportation

Internal Links: A main road linking the Mountain Boulevard entrance to the Keller Street entrance needs to be developed. Based on the master developer's site plan a road configuration map needs to be developed that will comply with the City of Oakland's road and street standards. All new streets and roads must meet the City standards for curbs, width, lighting, signage, and fire safety.

New access to the site must be determined. Additional access may include: re-opening the gate off Pool Street near the existing vehicle fleet and maintenance area for access to driving range and re-opening the gate off Sequoyah Road. Trojakowski Street leading to the residential units may need to be strengthened to meet City standards. The Keller Avenue access point, adjacent to the open space, should be considered to be re-opened.

External Links: The City of Oakland plans to signalize the Golf Links Road/I-580 northbound on/off ramp intersection and the Golf Links Road/I-580 southbound on/off

ramp intersection. During the development stage, the City of Oakland should enter into discussions with AC Transit, BART, and jitney operators to provide on-going public transit to the site.

Active Recreation and Open Space

Active Recreation: Oakland Parks and Recreation (OPR) proposes to operate and maintain the swimming pool, soccer/baseball field, and tennis courts at the site. In addition, OPR will operate Club Knoll and a Youth Center. OPR will determine guidelines and program activities at the Youth Center. OPR will establish the guidelines for the public use and City-approved programs at Club Knoll. The existing ball fields can be used for league activities until the location and construction of new ball fields occurs.

The City of Oakland will own the nine hole golf course and driving range. OPR will lease these facilities to a concessionaire. OPR should determine the percentage of total gross revenue and operation and maintenance criteria to meet OPR's long term financial and maintenance requirements. Utilizing revenues and maintenance criteria OPR, through the City of Oakland's Request for Proposal process, should seek a concessionaire with strong golf course and driving range experience.

Open Space: Oakland Parks and Recreation (OPR) proposes to maintain the designated open space at the site.

Pedestrian Trails: OPR should develop and maintain the pedestrian trails identified in the Final Reuse Plan linking the site into the regional parks and surrounding residential community.

Creeks: Through the City of Oakland's Developers Agreement, the City of Oakland should require the master developer to enhance/restore Rifle Range Creek. Restoration may include exposing portions of the creek that currently run through an existing culvert. OPR could utilize the East Bay Conservation Corps as a resource for development of the open space, trails, and creeks.

Relocation of Ball Fields and Tennis Courts: Through the City of Oakland's Developers Agreement, the City of Oakland will require the master developer to build new lighted ball fields within the Mixed Use Area or an area that is suited for active recreation. Construction of the driving range should not take place until the completion of the new ball fields. In addition, the master developer should be required to replace the existing tennis courts within the residential development or an area suited for the tennis courts

Quimby Act: The City of Oakland should enact legislation that entitles the City to collect Quimby Act in-lieu fees. The fees collected must be spent on developing new or expanding existing recreation and open space facilities at the site.

Health and Safety

Police and Fire Service: The reuse activities at NMCO will require additional police staffing to service the area on a 24-hour, 365 day basis. The reuse activities at NMCO will require the reopening of the Grass Valley Fire Station. The City of Oakland must determine if the Grass Valley Station will be reopened from June to November full time or opened only for the 60-70 high fire days.

Demolition: The City of Oakland should develop salvaging and recycling goals and standards for the demolition of all buildings at NMCO. The demolition Request for Proposals should state the salvaging and recycling goals and standards. The demolition contractor(s) should be required to meet or exceed the salvaging and recycling goals.

Environmental Clean-Up: OBRA and the City of Oakland should assure that the Navy's clean-up strategies meet residential clean-up goals where appropriate.

Seismic: OPR should seek funds to conduct the seismic retrofit of Club Knoll.

Disposition

Integrate the Property Disposal Strategy into the Record of Decision: OBRA should work with the Navy to assure the property disposal plan, approved by OBRA, is accepted by the Navy and is the basis for the ROD, EIS/EIR, and all other base closure procedures. This should be used to prioritize the clean-up of parcels that may have early reuse potential

Economic Development Conveyance: OBRA should work closely with the Navy to develop the real estate appraisal parameter used in the Economic Development Conveyance Application. OBRA should obtain the residential/golf and Mixed Use Area acreage through the Economic Development Conveyance application process.

Public Benefit Conveyance: OBRA should assist PBC applicants and their sponsors (U.S. Department of Interior, U.S. Department of Education, and U.S. Department of Health and Human Services) through the PBC sponsorship process. OBRA should

assist Oakland Parks and Recreation in its PBC application to the Department of Interior for open space, Building 131, swimming pool, ball fields, tennis courts, and Club Knoll. OBRA should assist the City of Oakland in its PBC application to the Department of Health and Human Services to operate and maintain the sanitary sewer and storm drain system. OBRA should assist the Oakland Museum in its PBC application to the Department of Interior to obtain Building 505 and the adjoining parking lot. OBRA should assist United Indian Nations, Inc., in its PBC application to the Department of Education to obtain Building 101. OBRA should assist Seneca Center in its PBC application to the Department of Education to obtain a total of 6 acres including Building 69, the helipad, and limited adjoining acreage.

Homeless Assistance

Gain Approval of Homeless Assistance Element: OBRA should work with the Navy and the U.S. Department of Housing and Urban Development (HUD) to assure approval of the Homeless Assistance Element.

Homeless Personal Property: OBRA should work with the Navy and the U.S. Department of Housing and Urban Development (HUD) to assure Alameda County's health care providers that serve the County's homeless and indigent population will receive personal property through the Homeless Assistance Act.

Executive Legal Binding Agreement: OBRA and the Alameda County Homeless Base Conversion Collaborative should enter into a legal binding agreement based on the terms and conditions of the NMCO Homeless Plan.

Infrastructure

Technical Study of critical systems: City of Oakland Office of Public Works needs to inspect and analyze the existing water, wastewater, gas and electrical systems to determine compliance, identify immediate repairs, and estimate costs to bring NMCO's existing utility systems into compliance with City of Oakland standards.

Determine the guidelines for utility providers to accept existing systems: OBRA and the Office of Public Works should meet with utility providers (PG&E and EBMUD) to determine the allowable pipe sizes, materials, and appurtenances. OBRA and the Office of Public Works should determine the costs to bring the existing utility systems into compliance with City ordinances and codes.

Telephone Service: As the existing telephone system meets government regulation and specification but is not compatible with civilian reuse, OBRA and the City of Oakland should meet with representatives of communication systems to develop the guidelines and criteria for this much needed service.

Marketing Strategy

Introduction

The following strategies outline an approach to marketing NMCO through the first five years following closure. The successful marketing of NMCO requires the coordination and cooperation of many departments within the City of Oakland.

OBRA and the City of Oakland should designate a point person to coordinate efforts between the City departments and the developer. The point person must have the authority to make decisions and have access to key persons within the City in order that negotiations with developer(s) and tenant(s) can be executed quickly and efficiently.

Coordinated Efforts Within City Departments: OBRA should continue to coordinate the City Team meetings. Departments representatives should include City Manager, City Attorney, Building and Planning, OEDE, Public Works, Finance, Housing and Neighborhood, Traffic, Parks and Recreation, and Library.

Identify Point Person: OBRA and the City of Oakland should define the role of the point person. The point person should be experienced in negotiating contracts with developers, tenants, and financial institutions. The person should have access to key department heads and the backing of the City Manager's office. The point person should have the authority to negotiate with developer(s) and tenant(s).

Rezoning : In a cooperative effort between OBRA, OEDE, and Building and Planning the rezoning efforts of the site should proceed immediately. As the current R-30 zone limits the site's full development opportunity, the City should consider developing a special mixed use zone district (single-family and multi-family residential, commercial/retail, community/cultural activities, active recreation, and open space) for NMOC. This effort is critical in attracting developer(s) to the site.

Financing: No single financing method will suffice and typically a number of strategies need to be developed. The development of NMCO should be structured in a manner to enhance funding potential while achieving two objectives: (1) reducing initial public

sector funding outlays and (2) making the development economically feasible from the private sector point of view. The ideal financing strategy is to develop a multi-faceted approach that blends public and private moneys in creative ways.

OEDE should be the lead City department in the implementation and development of NMCO. OEDE will need to adopt strategies for financing. OEDE should review all funding mechanisms available through redevelopment to help off-set the costs of streets, water, infrastructure, demolition, parks and recreation, museum, and library. OEDE should identify and determine the maximum public sector costs the City of Oakland will need. Based on identifying and determining the maximum public sector costs, OEDE should develop incentives that would attract developer(s).

Development Criteria: The development should meet fire and safety standards. Development criteria would include: fire retardant roofs, sprinklers, fire retardent building materials, and fire resistance landscaping.

Retain Master Developer: OEDE should develop a Request for Proposal to retain a master developer. The master developer should at a minimum meet the following criteria: long-term track record in developing mixed use projects, financial status to obtain outside funding or have the financial ability to fund the project, developing golf course or an association with golf course architect/developer, track record of attracting high-quality commercial/retail and corporate tenants to the site, community liaison, commitment to rebuild ball fields and tennis courts at the developer's expense, and willingness to partner with the City.

A master developer should commit to developing the project in compliance with the adopted reuse plan. The developer would be responsible for all costs associated with developing subdivision maps, specific site plans, and easements.

Public Benefit Conveyance Applicants: PBC applicants should take ownership of their property within the first year of closure. Owners of the sites requiring renovations and new construction must work with the Office of Building and Planning to obtain the permits and development specifications to have their building/site meet City codes.

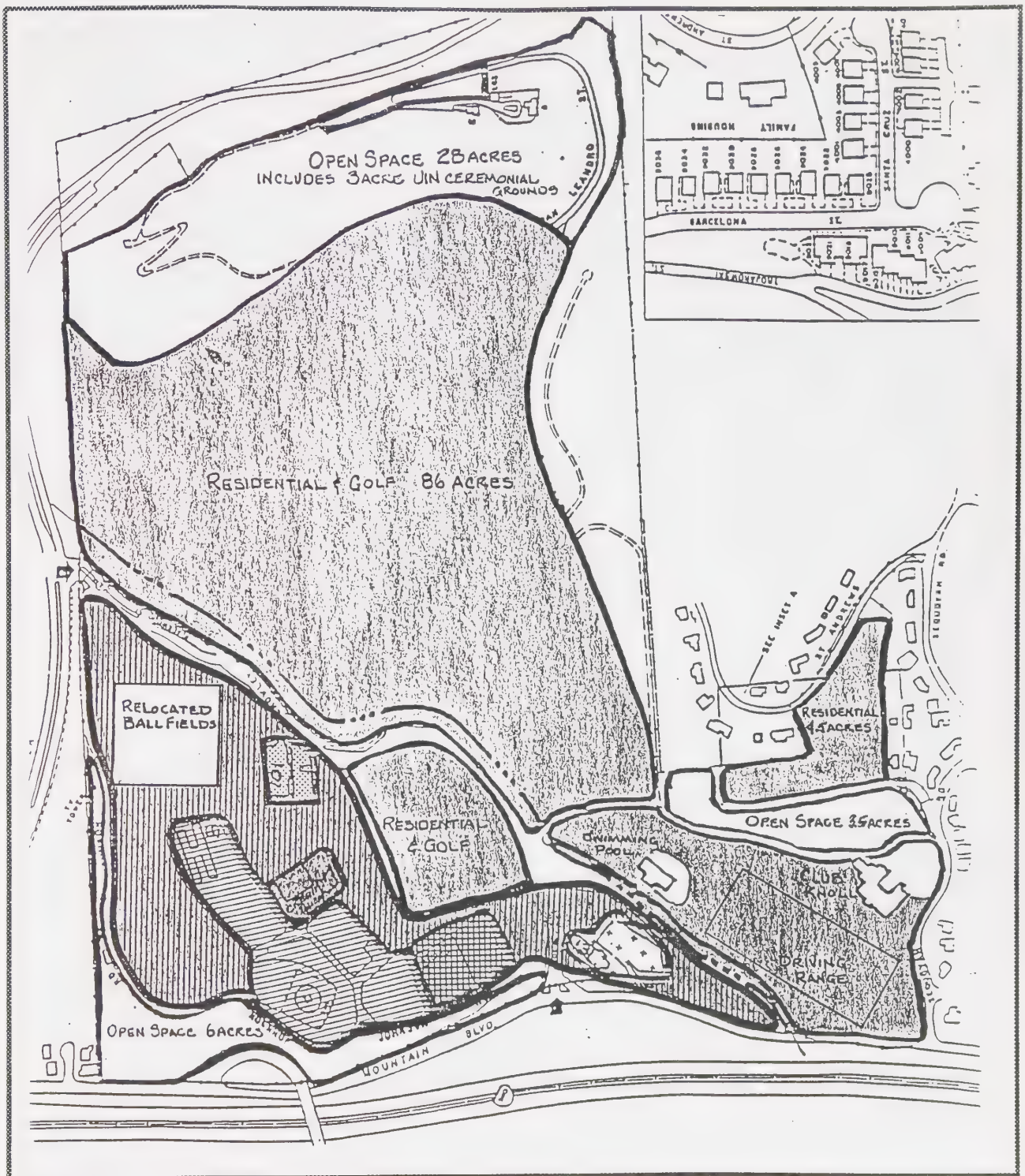
OBRA should advise PBC recipients of their share of infrastructure costs and enter into binding agreements that the PBCs will pay their fair share. OBRA should work closely with PBCs if their activity requires a conditional use permit.

XIII. Conclusion

The NMCO Draft Final Reuse Plan represents a critical opportunity for the Oakland Base Reuse Authority to create a vibrant, economically viable, and physically appealing living and working small-scale community in the Oakland Hills. In doing so, the OBRA will meet a federal mandate to create new employment opportunities and serve the needs of the homeless while producing minimal effects on the natural environment and surrounding residential community. It is with these objectives always in mind that this document has been developed, and it is in the spirit of cooperation and optimism that this document is submitted to the United States Department of Defense and Department of Housing and Urban Development for final approval.

**MEMORANDUM OF UNDERSTANDING (MOU)
BETWEEN
OBRA AND HOMELESS COLLABORATIVE
TO BE INSERTED HERE INTO FINAL TEXT
(EXHIBIT A, APPENDIX)**

**ATTACHED MAPS TO BE INSERTED
INTO BODY OF FINAL TEXT**

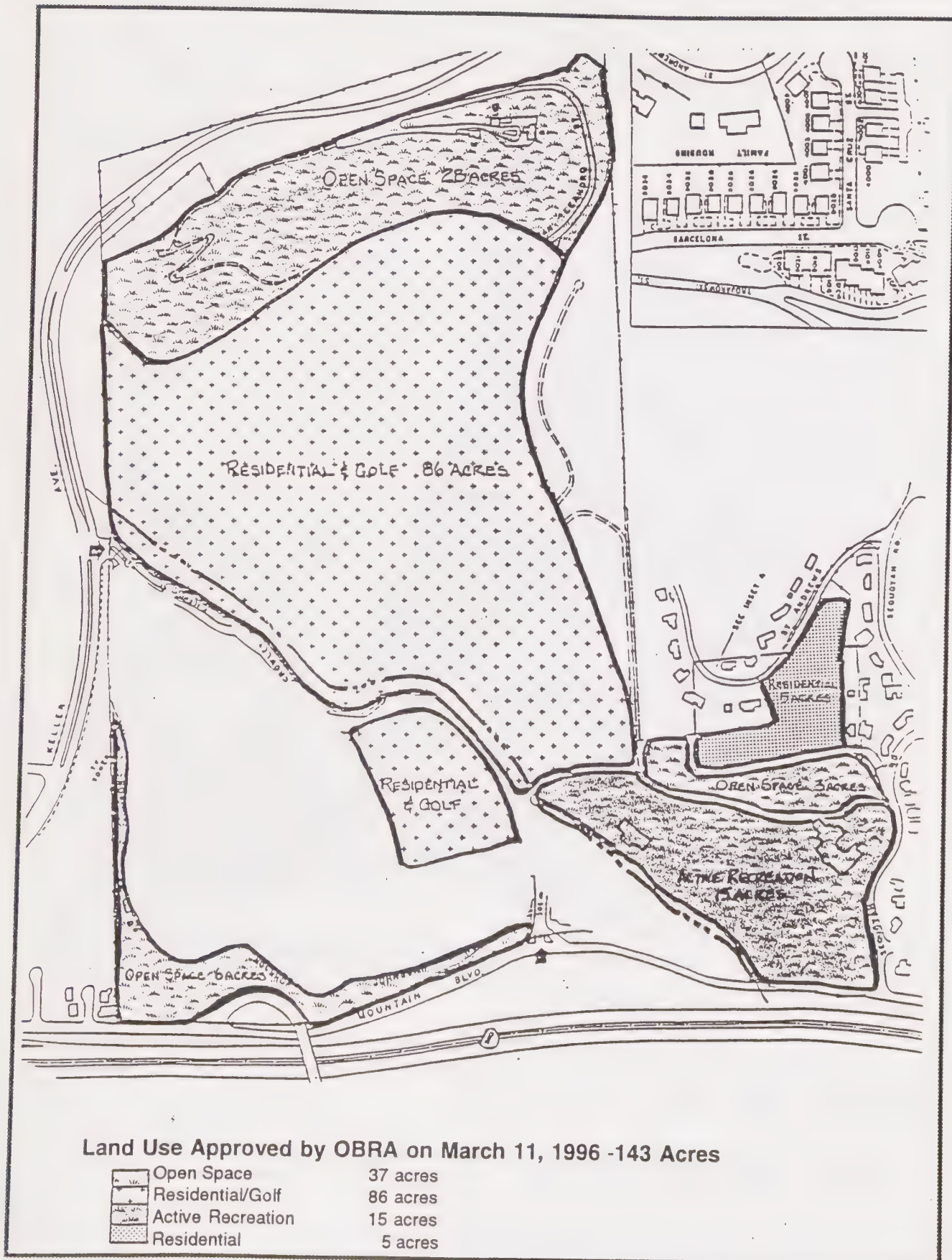


Naval Medical Center Oakland Draft Final Reuse Plan
Oakland Base Reuse Authority

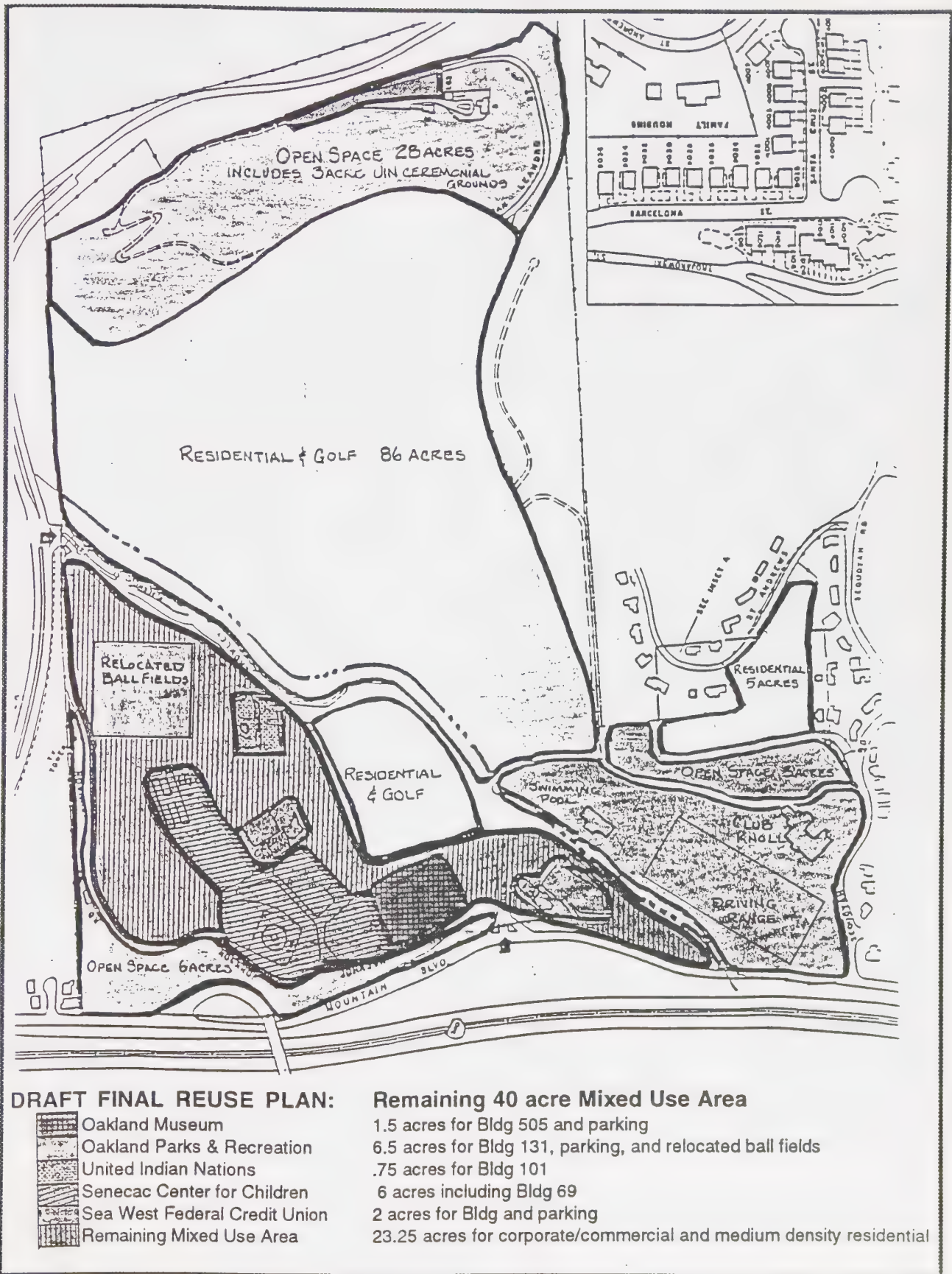
METHODS OF CONVEYANCE

	Public Benefit Conveyance - 55.25 Acres
	Economic Development Conveyance - 121.75 Acres
	Negotiated Sale - 1.5 Acres
	Homeless Component - 4.5 Acres

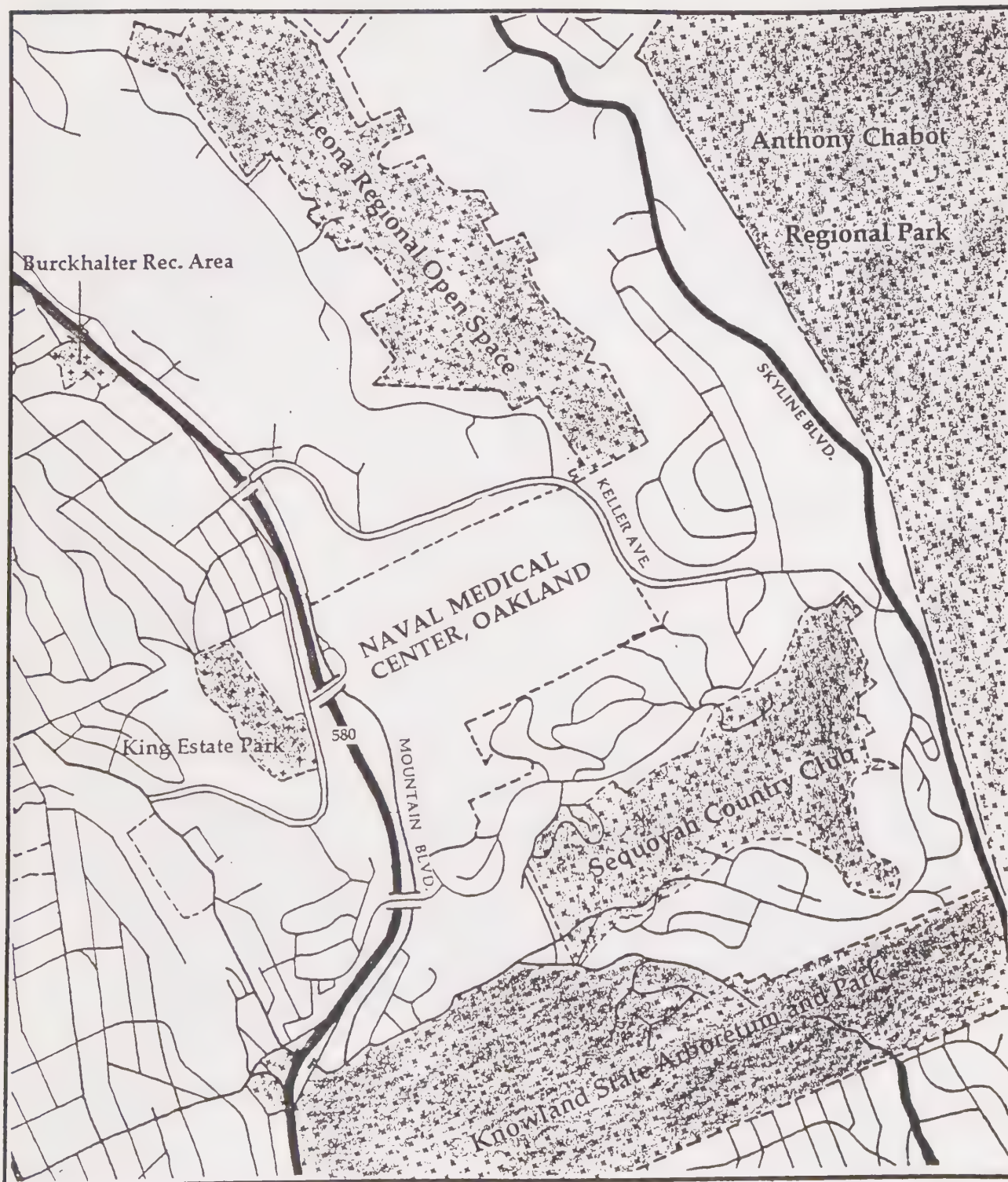




Conceptual Land Use Map
Approved by the Oakland Base Reuse Authority
March 11, 1996



Conceptual Land Use Map
 Approved by the Oakland Base Reuse Authority
 March 28, 1996

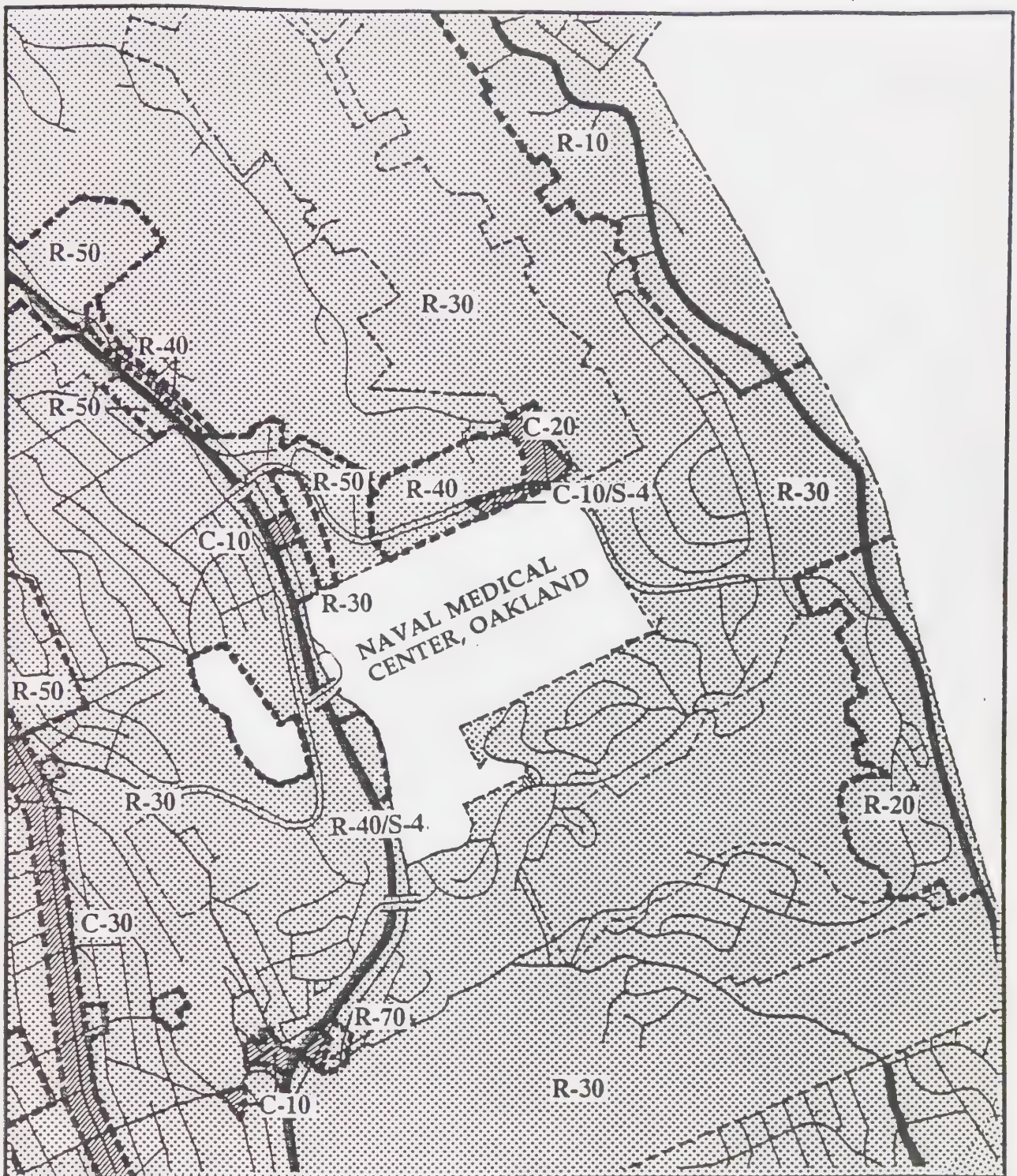


Naval Medical Center Oakland Draft Final Reuse Plan
Oakland Base Reuse Authority

Theresa Hughes & Associates
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Korve Engineering
Woodward Clyde Consultants

REGIONAL PARKS and OPEN SPACE





Naval Medical Center Oakland Draft Final Reuse Plan Oakland Base Reuse Authority

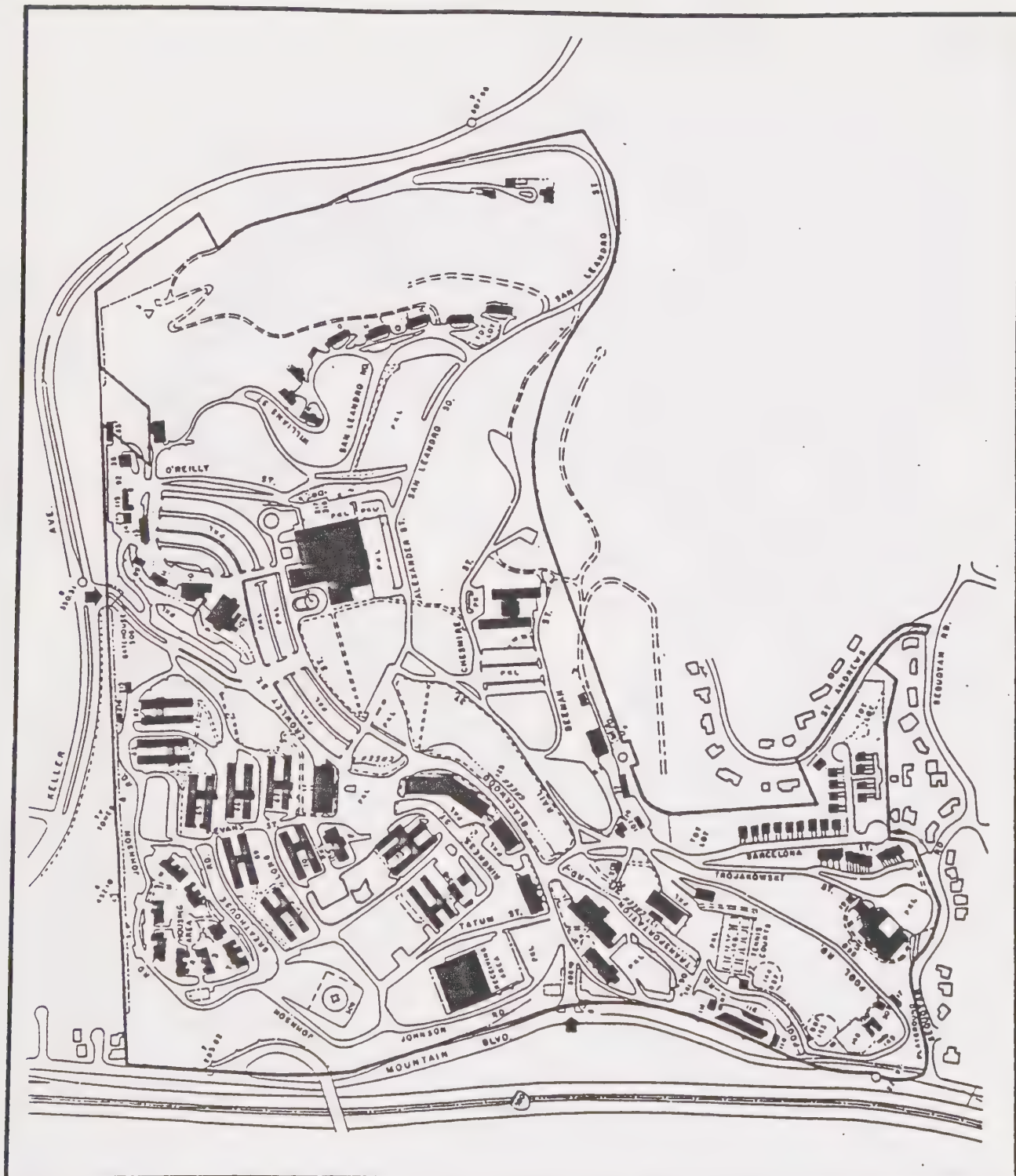
Theresa Hughes & Associates
Simon Martin-Vegue Winkelstein Monis (SMWM)
Korve Engineering
Woodward Clyde Consultants

SURROUNDING AREA EXISTING ZONING

	Residential	R-10	Estate	C-10	Local Retail
	Commercial	R-20	Low Density	C-20	Shopping Center
	Unzoned	R-30	One-Family	C-30	District Thoroughfare
		R-40	Garden Apartment	S-4	Design Review
		R-50	Medium Density		
		R-70	High Density		



Note: The Naval Medical Center site is currently zoned as R-30
Source: Oakland City Planning Department Zoning Map, Dec., 1993



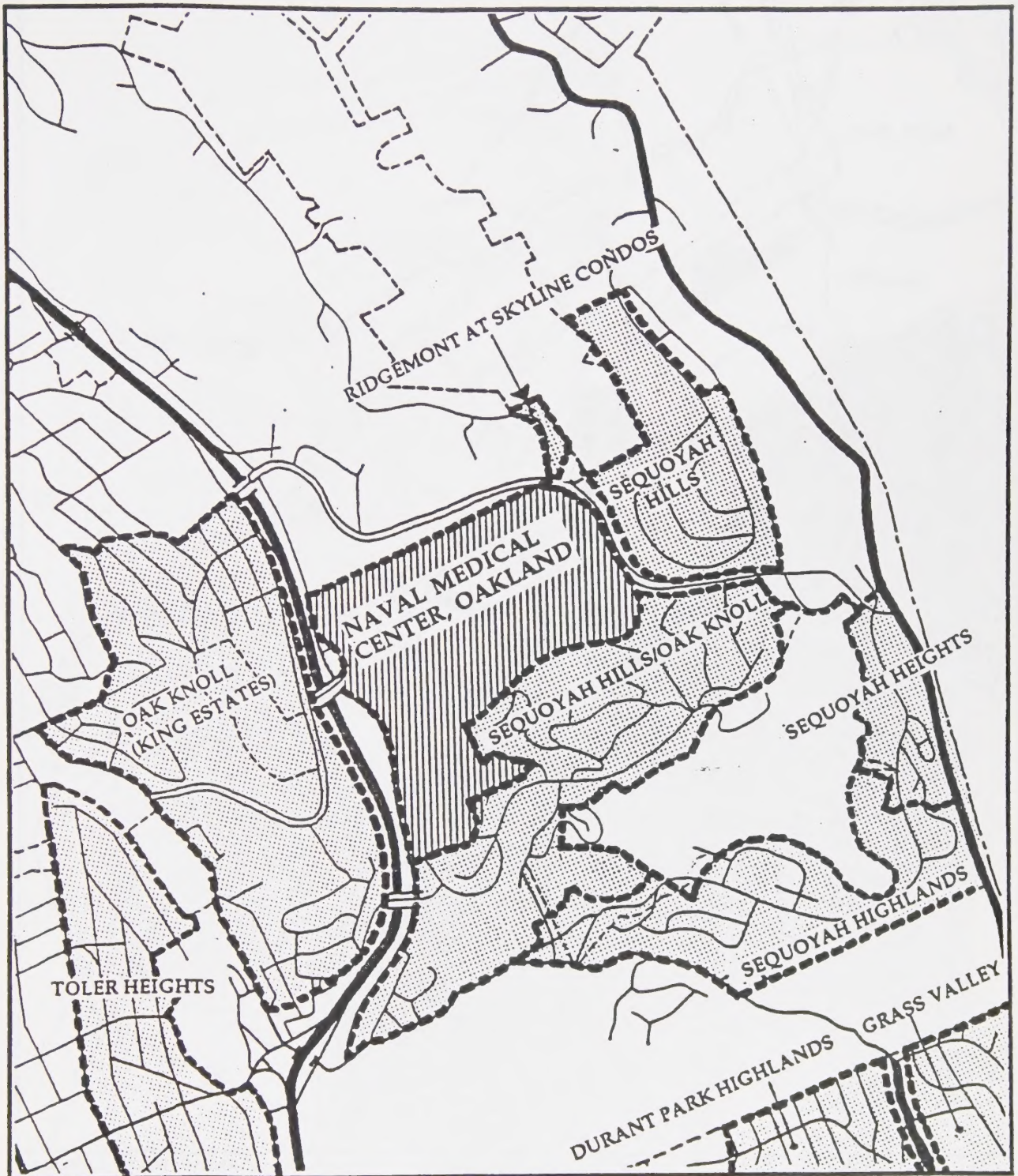
Naval Medical Center Oakland Draft Final Reuse Plan Oakland Base Reuse Authority

Theresa Hughes & Associates
Simon Martin-Vegue Winkelstein Moris (SMWM)
Korve Engineering
Woodward Clyde Consultants

EXISTING BUILDINGS

Source: Master Plan, Naval Hospital, Oakland California, Western Division,
Naval Facilities Engineering Command, September, 1994





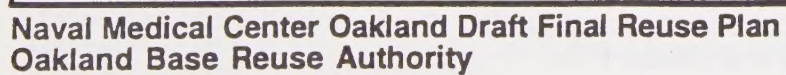
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NEIGHBORHOOD BOUNDARIES

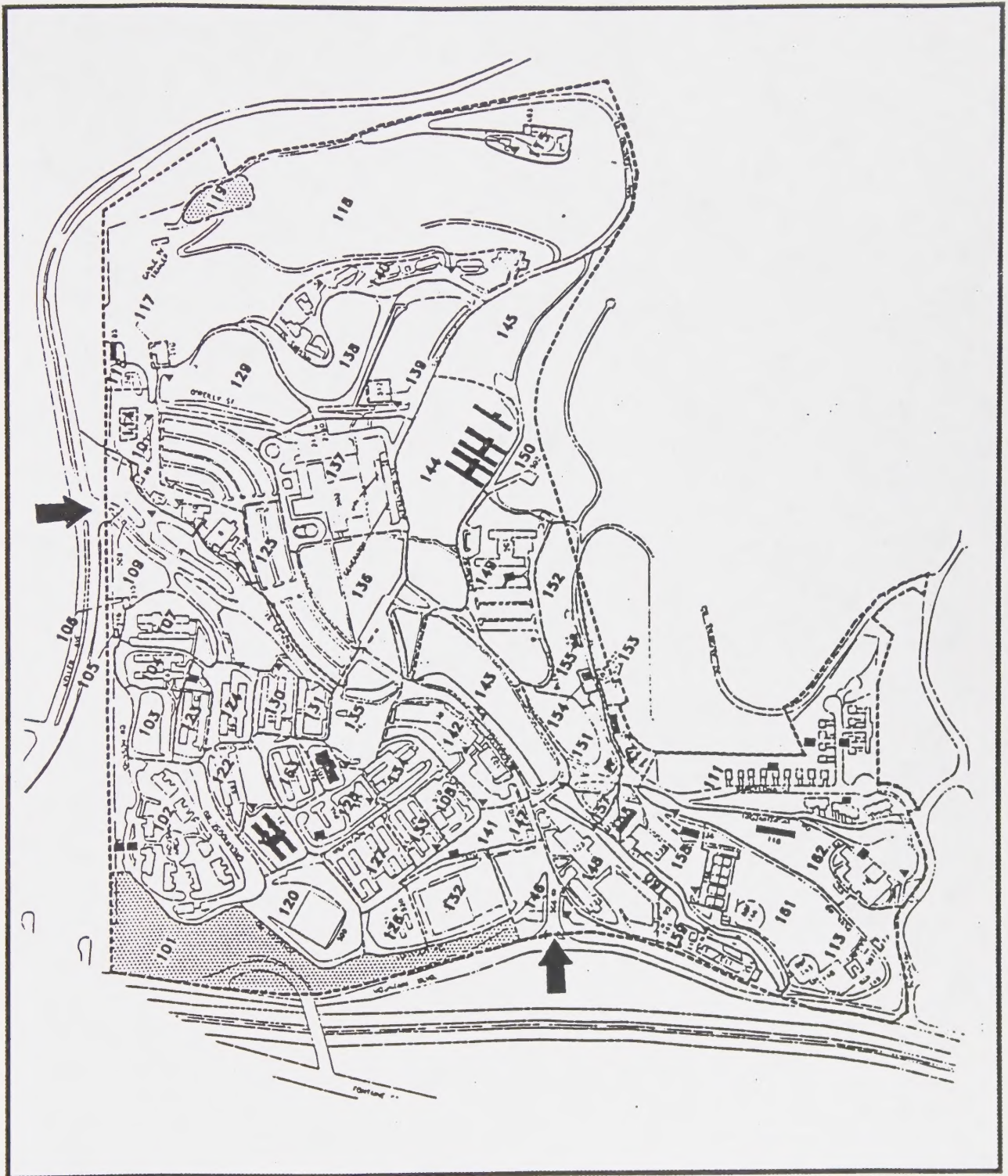
Source: Map compiled by Mr. Frank Dobson, a resident of the area





SITE LOCATION





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Oakland Base Reuse Authority

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ENVIRONMENTAL BASE LINE PARCEL MAP

Source Base Realignment and Closure Cleanup Plan for Naval Medical Center, Oakland, CA
prepared for the Department of the Navy by PRC Environmental Management, Inc., March, 1995



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